Massachusetts. Dept. of Public
Welfare.
Annual report. 1942.

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THE COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

Arthur G. Rotch, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-third Annual Report of the Department of Public Welfare, covering the year from December 1, 1941, to November 30, 1942, is herewith respectfully presented.

Members of the Advisory Board of the Department of Public Welfare:

Date of Original Appointment	Name	Residence	Date of Expiration
Dec. 1, 1936	Frederick P. Schmid	Boston	Jan. 31, 1943
Jan. 10, 1940	Robert Cutler Resigned Aug.15,1942	Boston	Jan. 31, 1944
Sept. 9, 1942	Henry R. Guild (Vice Robert Cutler)	Needham	Jan. 31, 1944
Dec. 1, 1938	Marjorie R. Stoneman	Brookline	Dec. 1, 1941
Dec. 10, 1941	Selma C. Bernkopf (Vice Marjorie R. Stoneman)	Brookline	Jan. 31, 1945
June 26, 1940	Walter H. Shales	Worcester	Jan. 31, 1943
Nov. 1, 1939	David W. Armstrong Resigned Dec. 3, 1941	Worcester	Jan. 31, 1944
Dec. 10, 1941	Francis C. Gray (Vice David W. Armstrong)	Boston	Jan. 31, 1944
Dec. 1, 1935	Mary W. Roberts	Newton	Jan. 31, 1945

COMMISSIONER'S REPORT

FOR THE YEAR ENDING NOVEMBER, 1942

The year 1942 brought many problems for the Department of Public Welfare because of our country's entrance into World War II. In the early months of the year, the Social Security Board urged upon the states the preparation of plans to safeguard the people who might be affected by enemy action or the threat thereof. It marked a very close association with the Massachusetts Committee on Public Safety, particularly with three of its divisions - the Evacuation Division, the Health and Social Services Division and the Services and Supplies Division. The Governor issued Executive Order No. 30 which placed the responsibility jointly on the Department and the Evacuation Division for caring for people affected by enemy action or th threat thereof. At the same time, he provided a sum of money from his Emergency Fund so that the Department might immediately act in case of any catastrophe befalling the State as a result of the war. Standards were set up with the Federal Government which agreed to reimburse the state for expenditures made in compliance with the Federal plan. The Department spent a great deal of time during the year 1942 in organizing for this function in the cities and towns and by the appointment of authroized agents of the Commissioner who were given the power to spend money in any emergency for the relief and assistance of persons affected by enemy action. The Federal Government, also through the Social Security Board, set up a plan for caring for the families of interned enemy aliens and others. The Governor issued Executive Order No. 38 charging the Department with the responsibility for caring for these people as the agent of the Federal Government.

The Commissioner was appointed a member of the staff of the Evacuation Division and the Health and Social Services Division of the

Massachusetts Committee on Public Safety and spent a very considerable amount of his time during the year planning with these two important Divisions for the health and protection of the people because of the war.

In the spring of the year, a Manual of the Standards of Assistance was prepared by the Home Economist and sent out to the cities and towns which were urged to adopt these standards which were used in all appeal decisions. The Standards are revised every six months in accordance with the prices of commodities.

In 1942 there were great changes due to enlistment and induction into the armed services of many of the staff and the problem of filling these positions was a serious one and will undoubtedly continue for the duration. However, the Department has been able to carry out its functions and duties in a way that is on the whole satisfactory and it is hoped that the boards of public welfare in the cities and towns have not felt any lack of helpful supervision because of this. The first great change because of the war came about with the appointment of Mr. Clarence A. Bingham as a Colonel in the Army and the appointment of Mr. Harold W. Macauley to be temporarily in charge of the Bureau of Accounts.

The year 1942 witnessed the acquisition by the Department of very important space in the Ford Building whereby all the accounting, statistical, and research activities of the Department were assembled in one location.

During 1942 there was a marked downward trend in all the categories of relief. There were 36,895 cases on the General Relief rolls in the state in January and only 20,349 in December. The amount of money spent in this category was $1,029,242 in January and $582,179 in December. This of course was due to the great pick-up in employment and in December there were only 4,767 so-called employables on the rolls in the state, in spite of the drastic cut in W. P. A. employment. The number of people on Old Age Assistance

decreased also. There were about 3,000 less cases on the rolls on December than on January 1942. The amount of money spent on this category, however, increased because of the change in the law passed by the 1941 Legislature that went into effect on May 1, 1942, so that the total amount spent for the year 1942 was three million dollars more than was spent in the year 1941. The average payment per case stood at $34.21 as of December, 1942. Aid to Dependent Children also decreased sharply from 12,436 cases in January to 9,797 in December with the corresponding decrease in the amount of money expended for the year.

The Legislature of 1941 appropriated a sum of $25,000 for a study of Old Age Assistance. This was conducted under the supervision of Dr. Alice Channing and a staff selected by her largely from the Department. The report was completed and filed with the Secretary of State early in December and it was the hope of the Department that the recommendations and legislation contained in the report would be made effective by legislation in 1943. The principal recommendation in this report was that the minimums be abolished and that a mandatory budget be put into effect so that all people in the state would receive what they needed and all would be on a similar and equal basis.

The problems of the Division of Child Guardianship have increased over the years, and the present Commissioner has done his best to have the number of Visitors in that Division increased because he has felt that adequate provision has been made for the Division of Aid and Relief, but that the standards in the Division of Child Guardianship are not what they should be. The caseload per worker is altogether too large to provide for proper supervision of the children in the foster homes. It is fortunate, however, that nothing serious has occurred but we are always fearful because of the large number of children under the care of each Visitor that something will happen because the Social Worker is not able to visit the children often enough to assure proper care, health, and educational facilities for the nearly 8,000

children under the care of the Division of Child Guardianship. It is hoped that the incoming Legislature will provide more adequately for this Division.

The Commissioner was appointed by His Excellency, the Governor, to two important Interim Commissions. One was the Commission on Intergovernmental Relations which met often during the year to render its report to the Legislature in December. The other Commission was the Massachusetts Board for the Promotion of Opportunities for Young People.

The year 1942 also witnessed on September 1 the closing of the Civilian Conservation Corps which had been administered in this state by Mrs. Bresnahan since its inception.

The Commissioner wishes to thank again all the staff of the Department and the members and employees of the local boards who have cooperated so splendidly in the plans for Civilian War Assistance.

DIVISION OF AID AND RELIEF

Rollo A. Barnes, Director

The Division of Aid and Relief includes four subdivisions:

Subdivision of Settlements, Subdivision of Supervisory Service, Subdivision of Social Service to Tewksbury State Hospital and Infirmary, Subdivision of Appeals.

The reports of the supervisors of these subdivisions are herewith submitted.

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The activities of the past year have been marked by the entrance of the nation into war. The first claim on the activities of the Division has been preparation to be of any possible assistance to the nation at war both through preparation to meet danger of enemy attack as well as sustaining the home front during this period of special strains. The social work staff of the Division and of local Boards of Public Welfare were completely mobilized to carry out the Civilian War Assistance program established by the federal government and accepted by the state with the commissioner acting as administrator of this program. Complete plans were worked out to meet any civilian needs arising out of enemy action or evacuation resulting from the danger of attack under agreements made with the Massachusetts Committee on Public Safety and the American Red Cross. As the year closed, preparations were made to use the same plans to meet the possible needs arising out of an acute oil shortage.

During this period it was inevitable that many plans laid the previous year received less emphasis than would otherwise have been the case. It should be pointed out, however, that during this period of rapidly rising prices the Department issued new standard budget prices in order that assistance payments should meet the higher costs of living. All Boards of Public Welfare were strongly urged to meet these higher costs to sustain the nation's health which is even more important to a nation at war. In addition to the revision of the price schedules the new Manual of Standards of Assistance was completed and released to the local Boards of Public Welfare in April which has proved to be of value in determining accurately and equitably the amount of assistance needed in each individual situation presented whether aid is being rendered under the Old Age Assistance, Aid to Dependent Children, or General Relief program. Numerous meetings were held under the leadership of the Consultant in Standards of Assistance to make this as useful as possible to local Boards.

Chapter 729 of the Acts of 1941 became fully effective on April 30 and has resulted in substantial increase in the average Old Age Assistance payment. This law established several new minimum rates based primarily on providing larger amounts for individuals and couples living by themselves while retaining the old rates for those living within a family group. Some confusion and dissatisfaction resulted from this modified change of rates since many people expected an automatic increase to the largest minimum rate of $40.00 to which much publicity was given. Numerous problems arose in applying the minimum rates which will be clearly shown in the survey made by the department under Chapter 729. Careful study of this survey is recommended as an excellent source of information about the present administration of this program. The conclusion and recommendations of the survey are wholeheartedly commended by the Division. This report was printed as a legislative document under House 1475 - Special Report of the Commissioner of Public Welfare in Regard to an Investigation and Study of the Administration of the Old Age Assistance Law and of the Benefits Received by Recipients of Such Assistance.

The gains effected by the reorganization of the work of the Division have been further consolidated by the Division's decision to base reimbursement on examination of local records and the requirement of only minimum notification to the Division by local Boards when cases are aided, with the subsequent submission of a duplicate copy of the local pay roll. This has made it possible to eliminate the preparation and maintenance of a separate file of state records on all the details of local action on cases aided without giving up sound assurance as to the appropriateness of state reimbursement. It does, of course, require that adequate records be maintained in the local offices which are essential for local controls as well as for audit by the Division.

The Division has also embarked on a project leading to the development of additional revision of Manual material to enable local Boards to have incorporated their recommendations as a result of experience with present policies. It is anticipated that this will be a long-time program which will have many valuable by-products in maintaining sound working relationships between the Division and the local Boards of Public Welfare. Under the Social Security Board programs it becomes increasingly necessary to assure uniformity in operation throughout the state. The required authority was given to the department to accomplish this needed uniformity in the 1941 legislative session but the process of accomplishing this purpose is necessarily a long one. In this connection it is important to note once more that there are three hundred and fifty-one local Boards of Public Welfare each with a separate Bureau of Old Age Assistance. At least a third of this number have an insufficient case load to warrant the employment of fulltime workers. As clearly shown in the Old Age Assistance survey, uniform administration is difficult to achieve under such diverse conditions. As indicated in previous reports , an extension of the plan whereby towns join in employing a worker to serve several towns appears highly desirable.

There has been substantial progress under the leadership of the medical advisor and the medical social consultant during the year. Through various professional advisory committees fee schedules have been established as a basis for reimbursement and as a guide to local Boards in securing adequate services at reasonable cost. Cooperative policies have also been adopted with visiting nurse associations, health departments, school departments, and the Department of Mental Health. Discussion is still underway regarding requested revision of the present basis for reimbursement by the department for hospital care and it is hoped that the legislature will give favorable consideration to bills which will be presented revising upward present maximum reimbursement of three dollars per day for hospital care.

Reports from the subdivisions follow.

SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There were five persons remaining in the Infirmary Department of the State Farm on November 30, 1942.

The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work done during the year in the examination and investigation of settlements of inmates of the State Institutions:

Institutions	Examinations	Orders Issued	Settlements Found	No Settlement	Orders withdrawn	Total Cases Returned
State Infirmary	2006	597	477	237	50	764
State Farm	7	6	1	5	0	6
Lakeville State Sanatorium	217	182	192	11	0	203
No. Reading State Sanatorium	123	95	85	9	0	94
Rutland State Sanatorium	163	100	78	22	0	100
Westfield State Sanatorium	230	133	138	0	0	138
Massachusetts Hospital School	5	5	5	2	0	7
Totals	2751	1118	976	286	50	1312

Cases pending November 30, 1942 - 194

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A U D I T

	Bills	Claim	Allowance	Deductions
SICK STATE POOR	9,335	$ 378,659.73	$ 294,714.71	$ 83,945.02
TEMPORARY AID	23,381	3,728,666.99	3,595,989.57*	132,677.42
DANGEROUS DISEASES	1,091	145,616.26	134,999.95	10,616.31
BURIALS	318	21,723.85	17,459.85	4,264.00
TOTALS -	34,125	$4,274,666.83	$ 4,043,164.08	231,502.75
AID TO DEPENDENT CHILDREN	11,623 **		$ 2,934,998.07	***
OLD AGE ASSISTANCE **	87,154		$ 13,485,443.97	***

*Includes $1,554.07 for transportation of dependent persons to the State Infirmary and $2,317.32 for all other transportation.

** Average case load.
*** Disallowances and adjustments are made on relief rolls from month to month.

REMOVALS

The department is charged with the duty of removing sane poor persons to cities and towns within the Commonwealth, or, when not belonging in Massachusetts, to the state or place where they belong. The following table shows the removals made during the year:

	1940	1941	1942
To other countries	3	1	1
To other states	251	192	118
To towns of residence	1245	1306	1127
	1499	1499	1246

1942

SUPERVISION OF WAYFARERS LODGES AND CHEAP LODGING HOUSES

Boston like other large cities gets its quota of the homeless.

The Wayfarers' Lodge maintained by the City gives satisfactory shelter to these unfortunates.

It has a capacity for 174 men and no one is turned away because arrangements are made with commercial homes.

The demand for labor has decreased the number applying to the Lodge and the other charitable and commercial homes.

Conditions have been found generally satisfactory.

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December 1, 1941 - November 30, 1942

COMMONWEALTH OF MASSACHUSETTS
Department of Public Welfare
Division of Aid & Relief

SUBDIVISION OF SUPERVISORY SERVICE

The responsibility of the subdivision of supervisory service, under the director of the Division of Aid & Relief, is to carry out in detail the Department's legal obligation to supervise the public assistance program administered by local boards of public welfare in the Commonwealth. Under the various laws pertaining to public assistance, charging the Department of Public Welfare with this responsibility, are included the programs of Old Age Assistance, Aid to Dependent Children, Temporary Aid, Sick State Poor, and Dangerous Diseases in cooperation with local Boards of Health.

This subdivision was created under the reorganization program of the Department in 1939. It operates through seven district offices located in convenient centers throughout the state. Each district office is in charge of a district supervisor with one or more assistant supervisors, a staff of supervisory social workers and a clerical staff. Each area worker is assigned a certain territory in which he operates. This may be a portion of a city or a group of towns, for supervising the administration of which he is held responsible under direction of his superiors. The entire subdivision is under the general supervision of a chief supervisor whose office is in the State House.

The district office is the Department's public assistance office in the portion of the state comprising that district. Local boards of public welfare and their employed personnel look to the district office and area workers for their guidance, direction, most of their supplies furnished by the state, and their source of information.

Not only are the district offices responsible for supervising public assistance, but they have given service in many other activities for the general public welfare, as, for instance:

EMERGENCY WAR PROGRAMS during the period of this report have depended heavily upon the subdivision of supervisory service for carrying out their responsibilities. The Massachusetts Committee on Public Safety carried out a great part of its organizational

program, so far as relief and social service were concerned, through our district office staffs. This personnel made provision through their offices and the local public welfare units for meeting any emergency caused by war action or by shortage of fuel, even to the point of having checks ready to supply needs for evacuees, those bombed, or meeting war caused disaster in any way. The subdivision personnel helped organize committees, acted as advisors in many meetings, carried out instructions, supplied literature and directions, and furnished leadership for these measures. This entailed much study for preparation, compiling material, giving instructions, attendance at evening meetings, and a vast amount of work in addition to the regular activities of the staff.

METHODS OF SUPERVISION

District supervisors meet in the central office at the State House bi-weekly, and at times in special meetings, for continuous consideration of new legislation affecting their work, court rulings, Attorney-General's opinions, Department rules, policies, and procedures for the administration of public assistance. They continuously review the entire program of the administration of public assistance as related to the applicants, recipients, local boards, and community relationships, in the light of their experience gathered from all contacts of the staff members throughout the 351 local units of administration. They consider their supervisory plans and practices, exchange experiences, appraise their interpretation of policies, illustrate by difficult case situations, together propose changes or revisions in operations, and present their findings to the Director and Commissioner for decision or adopting.

The staff is continuously alert for new and improved ideas which will help to simplify and to clarify the operations of local boards, develop their own activities to help local boards and their administration. These conferences are a point of clearance for the Department. A great deal of information and problems are brought in from local boards of public welfare. The supervisors receive announcements and information to take out to the local

boards through the state staff, and test policies and material being prepared for the use of local boards.

Supervisors' conferences are used also to relate the various bureaus and subdivisions of the Department where their activities need common consideration. Other Departments and agencies, as well as the federal Social Security Board, use this medium of understanding state problems and working out common problems.

DISTRICT STAFF MEETINGS are held bi-weekly and when there is a special need. At these meetings, the district supervisor and the assistant to the supervisor carry to the staff the information and results of discussions in the supervisors' conferences, in order that the whole staff may be familiar with all procedures as they are developing. The district staff meetings are used also to gather the experience from the local units brought in by the area workers who have direct contact with all local units within the district. From their contacts and discussions with local board members, agents, supervisors, and staff, they have first-hand information as to the working of the program of public assistance, procedures, rules, etc. By this knowledge, they are prepared to give the supervisor information to relay to the central office, for continuous building toward the greatest possible efficiency of operation. Staff development proceeds here through study and discussion.

INDIVIDUAL CONFERENCES. Regularly scheduled supervisory conferences are held by the district supervisor or his assistant with each field worker on a bi-weekly basis between the district staff meetings; and the chief supervisor confers regularly with each district supervisor. The state staff recommends these regularly scheduled conferences for the staff in local units.

COMMITTEE ACTIVITIES. Throughout the year, special and standing committees, composed of state staff members from the field and central bureaus, work with the administrative officials of the Department on various problems and procedures, perfecting various phases of the work, developing standards, and attempting to simplify and make more efficient the public assistance program throughout the Commonwealth.

SUPERVISORY PROCESS

Through the continuous appraisal of the work, it was known by January 1942 that the state and local staffs were ready for a broader concept of their relationship. From the beginning of the reorganization in 1939, the area visitors were charged with the approval of each case for reimbursement, through checking local records required, and even through special investigations in the homes of applicants and recipients when this was necessary. It was now found that the local boards had progressed to the point in their operations, and the state staff had progressed to the point, where the administration of public assistance should be left as the responsibility of the local board. The state staff could now be held responsible for the general supervision of the program. In the process, a simplification of operations of local boards and state staff could be effected.

In January 1942, the new supervisory process and local responsibility was announced by the Department to all local boards, and the state staff was instructed in the new and broader concept of their duties in connection with the Department's responsibility for supervising the public assistance program as conducted by the local units.

This probably was the greatest change since the reorganization of 1939. The Certification of Eligibility form required for each case, and the Change of Status form required for each change in the grant, were no longer required. An equivalent recording in the local records was substituted.

In summary, the policy then adopted, effective February 1, 1942, was to place full responsibility for administration of public assistance according to state law and rules of the Department, upon local Boards of Public Welfare and Bureaus of Old Age Assistance. They were held responsible for knowledge of laws, rules and policies, and were held fully accountable for determining eligibility, need, and amount of assistance, according to established standards.

The state worker was to keep himself thoroughly informed of the extent to which local units were meeting their responsibilities. Approval of individual cases and changes was no longer the function of the state worker. That was a local responsibility. The state

worker was to advise and assist local officials, but he was not to make decisions for them.

Relieved of these former duties, the state worker had more time for constructive supervision on a broader basis. Methods of supervision were prepared in detailed outline, and the state workers were instructed in ways of carrying out their new function.

STANDARDS OF ASSISTANCE

With release from routine detailed paper work, the field staff of the Department was able to assist local units of public welfare to put into effect definite standards and procedures in their administration of public assistance. This was accomplished through use of a Manual of Standards of Assistance. The state workers tested practice in the use of these standards against individual cases, and used the principles involved toward establishing an adequate and equitable grant for each applicant and recipient to insure his health and well being. The immense amount of time and effort put into this project accomplished the greatest advance in uniformly adequate assistance in the Commonwealth that had yet been attained.

ADMINISTRATIVE REVIEWS

Administrative reviews were another method of checking local units in their administrative supervision and application of laws, rules, procedures, and standards of assistance. The state staff conducted its own reviews, and worked closely with the representatives and analysts of the Social Security Board in their review process throughout the Commonwealth. Through findings in these reviews, application of principles and practices were advanced in local use.

FEDERAL-STATE-LOCAL RELATIONSHIP

Perhaps the greatest reason for the tremendous advance in quality and standards of administering public assistance during the past few years is the important advantage secured through the federal-state-local relationship at present in operation. In Massachusetts there is a strong tradition of local autonomy in public welfare administration. This has great advantages recognized by the state Department and the Social Security Board. With

the acceptance of the cooperative federal program by the Commonwealth, the state and federal representatives set about to establish the best possible administration of public assistance within the Commonwealth through joint operations of the three levels of government. Remarkable accomplishments have followed, although there is yet much to be hoped for.

One hundred twenty-three towns in the Commonwealth administer public assistance through elected officials. Only 32 of these have even part-time or full-time employed clerical service. Two hundred twenty-eight have employed workers, 202 of them on a civil service basis, others with varying forms of administration, ranging from one employee who administers the entire program including taking care of his own clerical work, up to a staff in larger cities running into the hundreds of employees.

With these widely varying types of administration, the problem of getting the job done well, uniformly, and equitably throughout the Commonwealth assumes momentous proportions. This situation is one of the factors which makes necessary a comparatively complex system and requires great skill to secure accomplishment of the desired ends.

State and federal officials bend every effort to meet the requirements. The advantage of gathering experience throughout the 47 other states and the territories administering public assistance, through the Social Security Board representatives, is extremely helpful. Continuously, pertinent material from outside of Massachusetts is brought to bear on the Massachusetts problems.

One way in which the levels of government have worked together is through Institutes where the representatives and technicians are brought together to analyze and devise methods of developing and applying skills to supervise and administer the public assistance program.

The supervision of public assistance, which is the chief obligation of the Department in this program, claims much attention of technicians in training from the federal Social Security Board, who have conducted Institutes on this subject. It might be noted incidently that their accepted definition of supervision is "the responsibility taken by one person for the work of another", or by one supervising agency for the work of another agency.

On November 18-19, 1942 a two-day Institute on supervision was conducted by a Social Security Board consultant in technical training for the district supervisors, their assistants, and members of the central office staff of the Department. During these two days, very careful consideration was given as to the goals and methods of the job to be done in connection with the purpose of the agency, and how to help the state staff, and through them, the local unit staffs to carry out their responsibility of getting a good job done. This involved consideration of administrative supervision of every angle of the office operations as well as the detailed case work supervision as applied to the day-to-day job in granting public assistance, and helping those applicants and recipients who have problems beyond their ability to solve, to work them out satisfactorily to themselves and their families.

Staff development and orientation to their work, as well as continuing supervision and development of leadership, became much clearer to those participating in this Institute.

Through the subdivision of supervisory service, the Department brings its operations close to the local board of public welfare and their staffs. Through the district office, and with the area worker living for the most part within, or close to, his area, frequent and continuous service is given in all phases of the administration of public assistance. Emergencies are more readily cared for in regular and special activities, and state operations are decentralized. Democratic principles of government are applied with increasing efficiency in administering the second largest governmental expenditure and in this field for which government stands, service to the people. Real social security for children, for parents, for those who become aged or sick, and all who fall in need is becoming more nearly a fact throughout the Commonwealth.

ANNUAL REPORT OF THE

SUBDIVISION OF SOCIAL SERVICE, 1942

The outstanding comment of the year is the continuing decrease in admissions and the low census of patients throughout the year. The average daily censuswas 2231--214 less than 1941, the largest number of patients on any day, 2490 on January 24th, which time of year is always the peak of the population; the lowest census on July 13th was 2005 which was 131 less than last year's lowest census. On December 1st, there were 2264--106 less than last year; 431 less than 1940.

In comparing this wartime experience with that of 1918, the yearly admissions, the high and low census, and the average daily census are very much the same, as the curve of the institution population follows the curve of employment. There are many more empty beds in 1942 because of additional buildings erected during the 25 years--Nichols with 400 beds, and Stonecroft with 600 beds. These were built to accommodate great numbers of able-bodied unemployed and ambulatory aged men, and to increase the number of beds in the hospital wards for the chronic sick, which have been increasingly and constantly in great demand. It is more and more evident that the function of Tewksbury is the care of the chronic sick, the majority of whom come for terminal care. The two buildings now closed, could easily be filled with chronic sick if service were available to staff them. However, beds without medical and nursing service, must remain empty until employment conditions change or more persons enter the professions. On December 1st, the hospital wards had 812 patients, 255 of whom had legal settlements in cities and towns. The nursing homes on which local boards of public welfare have depended to care for the chronic and aged sick, are also much handicapped by lack of service, resulting in more numerous requests for admissions of patients to Tewksbury, a total of 531 for the year.

If full employment continues as is hoped and planned, the buildings constructed as shelter and lodgings for the unemployed, might be remodelled to increase the number of hospital beds. Tewksbury then might be able to abolish and obliterate the stigma of the almshouse, and receive not only free patients, but paying patients, who at per capita cost rates, would undoubtedly avail themselves of the much n eded chronic hospital care. As acute disease becomes less and less, due to the discoveries of scientific medicine, chronic diseases will assume greater importance in medical research. Massachusetts already has had an excellent study of chronic disease by the late Dr. Bigelow and Dr. H. L. Lombard, published in 1933, showing the magnitude of the problem and incident in population, which might provide useful recommendations in the post-war planning for health services in the Commonwealth. The care of chronic sick will loom large as no new facilities have developed since the Study, and the treatment and care of the chronic sick are fast becoming a major problem for every community.

To conclude, with buildings available and an excellent hospital already in operation, might not Tewksbury become the center of a chronic disease program which should be studied and carefully planned, as the programs for tuberculosis and cancer have been, and put into blueprint, ready for action. As to the able-bodied unemployed, which may reach large numbers in the post-war period, especially during the transition period from war to peace time industries, many of the men who have been habitues every winter,

have proved that when there are jobs available, they do work and are not as lazy and shiftless as supposed. To allow these men to assume their old habits is extravagant for the State, and demoralizing for the individual, so that now would seem to be the time to plan for a public works program to absorb this labor and a public assistance program to coordinate with the United States Employment Service so that the months in the institution waiting for work are eliminated and unnecessary.

ADMISSIONS: The total admissions to the Hospital and Infirmary from cities and towns were 1901; 823 came from Boston and 268 were admitted through the Tewksbury Board of Public Welfare; 914 were readmissions--860 men, 50 women and 4 children, and 797 were new patients.

An increase in admissions to the insane wards due to transfers from the mental hospitals, has brought the number to 598 patients and to the full capacity of the five buildings equipped to care for the insane. Many of these new patients (295) are younger than the patients who have grown old in the asylum wards in the years since the wards have been closed to new admissions, and present social problems upon which the psychiatrist needs the assistance of a social worker with psychiatric training. The diseases of the mind and the social reactions of the patient and his family, need expert knowledge and special understanding with which the present social service staff is not equipped. The discharge or parole of mental patients needs unusually skillful investigation, as successful adjustments to community living are largely dependent on the social worker.

The births--82 (7 legitimate, 75 illegitimate), remain about the same, varying little. The State Industrial School at Lancaster referred 36 girls for prenatal care and confinement; Wrentham State School, 4; Belchertown State School and the Walter E. Fernald State School, 1 each. This year, although sex delinquency is said to be on the increase, has not brought an increase in unmarried mothers. The equipment and service for maternity care is so excellent, it seems that it should be of greater service to the neighboring towns.

The deaths have increased from 381 of last year to 467 (350 men, 117 women, which is in proportion to the population); 70 deaths due to cancer, of which 16 came direct from Pondville Hospital; 66 to tuberculosis; 60 to heart disease, etc., showing that many patients come for chronic and terminal care.

Syphilis and gonorrhea--in wartime, one might expect an increase, but hospitalization for either of these diseases is becoming unusual and only when a recalcitrant patient refuses to cooperate in the clinics and outpatient departments, is he sent to the hospital. Syphilis, 169, and gonorrhea infection, 18, are a new all-time low which indicates the efficacy of the treatment with sulfa drugs, and the period of treatment is reduced from six months or more to less than three months.

Alcoholism--is diagnosis of 261 admissions; 124 of these patients were readmissions and habitual offenders, living between Tewksbury and Bridgewater State Farm. Here, again, study on a State-wide basis is needed to determine the best methods of care and treatment, and rate of increase of incidents and causes of alcoholism. An indefinite sentence of custodial care and treatment at Bridgewater State Farm with release on the individual case basis, might even now prevent some wastage of human life.

The Birthplaces of the 1901 admissions for the year are interesting --942 born in Massachusetts and other States; 228 in the Canadian Provinces; 206 in Ireland, and then a drop to a few less than 10 from Italy, Poland, and

China. It has been accepted generally that patients at Tewksbury were foreign born and transients from other States. More than 50 per cent were born in Massachusetts and 15% were born in the other states, leaving only one third born overseas. The restriction on immigration and more liberal policy of giving public assistance in the community as more constructive and humane, are the explanations.

The age groups of the 1901 admissions reflect the periods of life when dependency and illness frequently occurs--172 under 10, which excludes births; the largest age group was 50-60 years with 537, followed by 60-70 years with 472.

Children--On December 1, 1942, there were 150 minors; 117 children under 15 years and 33 between 15 and 21 years. Twenty-eight infants were born there and were with their mothers awaiting social disposition. Thirty-six children were wards of the Division of Child Guardianship and unsuitable for foster home placement because of physical and mental conditions. Forty-one children were accepted directly from their own homes on the application of the board of public welfare and recommendations of hospitals and physicians; these children had such mental and physical abnormalities that they could not remain in their own homes. It has been necessary to establish a waiting list because of the many applications and the limit to the bed capacity (120) in the children's ward. Thus, 122 of the 150 children are subject for custodial care in the schools for the feeble-minded, who are unable to consider even the most hopeful of these children, because of their overcrowded wards and long waiting lists.

DISCHARGES AND SUPERVISION: The men who have been discharged, have had great hopes of permanent jobs, and next year's figures will tell whether those who have intermittent work habits can really stabilize sufficiently to retain the jobs. They have certainly shown interest and effort to obtain work since jobs have been available. The women, of whom there are very few in the older group even able to consider work, never have any difficulty in finding steady work in hotels and hospitals. The age group of both men and women, which is largest between 50 and 65 years, indicates that a certain number are too feeble to continue to work on the outside and come to the institution to stay until such time as they are eligible at 65 years for Old Age Assistance.

Sixty-three men were rehabilitated, with the assistance of the social workers, on Old Age Assistance, and twenty-three on General Relief.

In order that the foreign-born patients might become citizens, and incidentally, qualify for Old Age Assistance, the Works Progress Administration gave a citizenship course of 40 lessons, under the direction of special teachers, during the winter, which was attended regularly by 20 men. Ten of these made application for their first citizenship papers, and the money for the fees of $2.50 each was provided for those who did not have it by the Lend-A-Hand Society.

Supervision and medical follow-up in the community are particularly necessary with the younger women. Employment at domestic service for the mother with her baby has again become possible and desirable for some mothers. Readjustment to community living after the experience of unmarried maternity and other social delinquencies, takes courage and determination to make good, reenforced by the patience and imagination of the social workers.

APPLICATIONS AT THE OFFICE: As the transportation applications made to the Boston Overseers of Public Welfare are referred to the District 7 service, this sub-division receives only the applications from the Travelers Aid

Society or other private agencies. The agencies present a summary of their investigations with a copy of the acknowledgment of responsibility from the home state or reliable relative. If our requirements are met, transportation is granted.

Number of applications for transportation--69; transportation was given to 59 and refused to 10. Cases were referred by Travelers Aid Society-41; Family Welfare Society-1; Boards of Public Welfare--Boston-4; Melrose-2; Medford-2; Municipal Court-9; Somerville Police-2; Self-2; Cambridge City Hospital-3; Massachusetts General Hospital-1; Boston Urban League-1; Carney Hospital-1.

Social agencies have referred 50 cases for advice and social treatment, some of whom went to Tewksbury for further care, and others have been carried in the community.

SOCIAL SERVICE FOR MEN

No. of men patients receiving Social Service at Tewksbury State Hospital and Infirmary	2135
(Short service, 669; intensive service, 304)	
New cases receiving Social Service	706
Tuberculosis 151	
Chronic illness. 525	
Physically handicapped 97	
Other illness 94	
Patients discharged from Tewksbury State Hospital and Infirmary by Social Service.	756
Discharged without investigation	260
" to relatives or friends	86
" " employment.	211
" " other States.	42
" " other State Departments	12
" " court.	24
" " mental hospitals	24
" " veteran's hospitals.	9
" " B.P.W.-legal settlement	72
Rehabilitated on Old Age Assistance	63
" on General Relief.	23
Applicants for admission to Tewksbury State Hospital and Infirmary at City Institutions Department	450
" State House.	50
Referred to private social agencies	32
" to relatives	13
" for local hospital care.	38
" to B.P.W.-legal settlement	29
" to Boston O.P.W. for assistance.	5
" to Tewksbury State Hospital & Infirmary.	347
Refused assistance	23
Persons under supervision in the community	65
Visits to homes of clients	45
Visits of clients at office.	240
Referrals to hospital	16
Visits for social investigations	125
Assisted to employment	11

SOCIAL SERVICE FOR WOMEN

AND CHILDREN

No. of women and children receiving Social Service at the Tewksbury State Hospital and Infirmary 556

Pregnancy and convalescence..... 68
Chronic illness.....345
Acute illness..... 35
Children with mental and physical disabilities..... 78
Feebleminded adults needing custodial care.. 30

(Readmissions.....50)

Patients discharged from Tewksbury State Hospital and Infirmary by Social Service.....317

To relatives.....165
To employment..... 42
To employment accompanied by child..... 15
To Girls Parole Division..... 31
To Division of Child Guardianship..... 25
To Probation Officers..... 8
To Boards of Public Welfare..... 21
To Department of Mental Health..... 9
Absconded from institution..... 1

Persons receiving service in the community.....270

Applications for service received at office..... 50
Visits to clients at work and in their homes.....823
Visits of clients to office.....595
Visits for social investigation.....822
Visits of investigations for wage homes..... 22
Replacements..... 52
Clients accompanied to hospitals..... 31
Adoption of children under supervision..... 20

Adjudications of paternity by the Court and orders for support of children born out of wedlock..... 11
Agreements out of Court for support of children born out of wedlock..... 12

Bank accounts for children,..76, totalling $8,841.70
Collected for support of children.....$2212.32
Paid out for support of children.....$2551.18

Savings accounts for clients,..52, totalling.....$6901.08

ANNUAL REPORT from December 1, 1941 to November 30, 1942

SUBDIVISION OF APPEALS

Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE APPEALS
Chap. 481, Acts of 1939

The number of appeals pending December 1, 1941			391
Appeals received from December 1, 1941 to November 30, 1942			2986
		Total	3377

Appeals acted upon:

No action taken; aid granted by local bureaus	129		
Closed for various reasons	111		
Withdrawn	143		
Died	24		
TOTAL		407	
Cases approved	1011		
Cases denied	1683		
TOTAL		2694	
Total appeals acted upon ----------			3101
Total appeals pending, 11/30/42 ----			276

Cases investigated -- 796
Hearings held --2703

Reasons for denial by Subdivision of Appeals from 12/1/41 to 11/30/42:

Present allotment sufficient	603
Children able to provide	548
Sufficient resources	296
Unsatisfactory explanation of expenditure of funds	40
Lack of essentials	38
Transfer of property (real or personal)	35
Not residing on property owned	28
Not deserving	23
Excessive personal property	20
Excessive insurance	16
Fraud	7
Husband able to provide	6
More than 60 days since last official action by local bureau	5
Other reasons	18
Total appeals denied 12/1/41 to 11/30/42	1683

APPEALS RECEIVED FROM DECEMBER 1, 1941 to NOVEMBER 30, 1942

DISTRICT #1

Adams	6
Agawam	4
Alford	2
Belchertown	4
Brimfield	3
Chesire	2
Chester	1
Chesterfield	2
Chicopee	22
Clarksburg	2
Conway	2
Deerfield	7
Easthampton	1
East Longmeadow	4
Egremont	1
Gill	1
Granby	2
Great Barrington	3
Greenfield	14
Hawley	1
Hinsdale	5
Holyoke	35
Lanesborough	2
Lee	2
Lenox	1
Longmeadow	2
Ludlow	5
Monson	1
Montague	6
Montgomery	1
North Adams	3
Northampton	22
Northfield	1
Orange	11
Palmer	9
Pittsfield	29
Rowe	1
Sandisfield	1
Savoy	1
Sheffield	3
South Hadley	5
Southwick	1
Springfield	162
Stockbridge	1
Wales	3
Ware	4
Wendell	1
West Springfield	18
Westfield	2
Wilbraham	1
Williamstown	6
Worthington	3
	432

DISTRICT #2

Acton	3
Athol	14
Auburn	2
Ayer	1
Barre	1
Berlin	1
Boxborough	1
Boylston	2
Brookfield	1
Clinton	32
East Brookfield	1
Fitchburg	28
Framingham	5
Gardner	5
Grafton	3
Hardwick	2
Harvard	3
Holliston	3
Hopedale	1
Hopkinton	1
Hudson	2
Leominster	16
Littleton	1
Marlboro	5
Maynard	6
Mendon	1
Milford	18
Millbury	3
Natick	10
Northbridge	3
North Brookfield	1
Oxford	5
Pepperell	4
Royalston	3
Rutland	2
Shrewsbury	1
Southbridge	15
Spencer	2
Sterling	1
Sturbridge	1
Templeton	1
Townsend	3
Upton	1
Uxbridge	1
Warren	2
Webster	1
West Boylston	1
West Brookfield	1
Westminster	1
Winchendon	1
Worcester	69
	292

APPEALS RECEIVED FROM DECEMBER 1, 1941 to NOVEMBER 30, 1942

DISTRICT #3

Amesbury	2
Andover	1
Bedford	2
Beverly	10
Billerica	7
Burlington	2
Chelmsford	7
Danvers	8
Dracut	2
Essex	1
Georgetown	1
Gloucester	39
Groveland	4
Haverhill	68
Ipswich	3
Lawrence	24
Lowell	71
Merrimac	6
Methuen	5
Middleton	1
Newbury	1
Newburyport	47
North Andover	8
North Reading	2
Peabody	10
Reading	4
Rockport	5
Rowley	3
Salem	2
Salisbury	4
Tewksbury	1
Tyngsboro	1
Westford	1
West Newbury	4
Wilmington	3
	350

DISTRICT #4

Arlington	32
Belmont	12
Chelsea	36
Concord	2
Lexington	5
Lincoln	4
Lynn	116
Malden	85
Marblehead	1
Medford	40
Melrose	21
Needham	9
Newton	30
Revere	40
Saugus	6
Stoneham	5
Swampscott	14
Wakefield	26
Waltham	45
Watertown	15
Wellesley	5
Westwood	1
Winchester	15
Winthrop	31
Woburn	25
	621

APPEALS RECEIVED FROM DECEMBER 1, 1941 to NOVEMBER 30, 1942

DISTRICT #5

Abington	19
Attleboro	34
Avon	1
Bellingham	4
Braintree	6
Bridgewater	1
Brockton	52
Canton	1
Cohasset	1
Dedham	4
Dover	1
Duxbury	3
East Bridgewater	6
Easton	3
Foxboro	4
Franklin	5
Halifax	2
Hanover	5
Hingham	5
Holbrook	6
Hull	4
Kingston	1
Mansfield	4
Marshfield	1
Medfield	2
Middleboro	22
Milton	6
North Attleboro	10
Norwell	4
Norwood	5
Pembroke	1
Plymouth	4
Quincy	26
Randolph	8
Raynham	8
Rockland	4
Scituate	5
Sharon	1
Stoughton	9
Taunton	25
Walpole	6
Westwood	1
Weymouth	23
Whitman	2
	350

DISTRICT #6

Acushnet	4
Barnstable	7
Berkley	1
Bourne	3
Chatham	1
Cohasset	1
Dartmouth	30
Dennis	1
Dighton	1
Fairhaven	2
Fall River	125
Falmouth	2
Freetown	4
Harwich	1
Marion	3
Nantucket	1
New Bedford	16
Provincetown	4
Rehoboth	1
Somerset	3
Swansea	2
Tiverton	2
Westport	2
West Tisbury	1
Yarmouth	3
	223

DISTRICT #7

Boston	467
Brookline	10
Cambridge	120
Chelsea	1
Everett	22
Somerville	68
	688

TOTAL

District #1	432
#2	292
#3	380
#4	621
#5	350
#6	223
#7	688
	2986

ANNUAL REPORT from December 1, 1941 to November 30, 1942

SUBDIVISION OF APPEALS

AID TO DEPENDENT CHILDREN APPEALS

CHAPTER 248, ACTS of 1939

Number appeals pending November 30, 1941		32
Appeals received from December 1, 1941 to November 30, 1942		131
Total		163

Appeals acted upon:

No action taken; aid granted by local boards	15	
Closed for various reasons	6	
Withdrawn	13	
Approved	53	
Denied	61	
Total appeals acted upon		148
Total appeals pending 11/30/42		15

Appeals investigated	50
Hearings held	111

Reasons for denial by subdivision of Appeals from 12/1/41 to 11/30/42:

Present allotment sufficient	18
Sufficient income	20
No evidence husband incapacitated	4
Not acting as parent	3
Do not meet qualifications of ADC law	2
Children able	2
Unsatisfactory explanation of expenditure of funds	2
Excessive equity in real estate	2
Concealed resources	1
Not deserving	1
Lack of proof of need	1
Lack of residence	1
Excessive funds	1
Child boarded in another state	1
Lack of cooperation	1
Retroactive payment denied	1
TOTAL APPEALS DENIED 12/1/41 to 11/30/42	61

AID TO DEPENDENT CHILDREN

TOTAL APPEALS RECEIVED FROM DISTRICTS from 12/1/41 to 11/30/42:

District #1

Amherst	1
Colrain	1
Erving	1
Holyoke	2
Ludlow	1
Northampton	1
Pittsfield	3
Plainfield	1
Williamstown	1
Total	12

District #2

Bolton	1
Dudley	1
Fitchburg	2
Natick	3
Oxford	2
Shirley	1
Southbridge	1
Sudbury	1
Townsend	1
Worcester	1
Total	14

District #3

Burlington	2
Gloucester	4
Haverhill	1
Lawrence	3
Lowell	2
Newbury	1
Newburyport	1
North Reading	1
Rowley	2
Total	17

District #4

Arlington	5
Chelsea	3
Concord	1
Lincoln	1
Lynn	3
Malden	13
Melrose	1
Revere	7
Waltham	4
Winthrop	2
Woburn	4
Total	44

District #5

Attleboro	1
Avon	1
Canton	3
Duxbury	1
East Bridgewater	1
Holbrook	1
Mansfield	1
North Attleborough	1
Quincy	1
Taunton	3
Weymouth	1
Total	15

District #6

Barnstable	1
Dartmouth	1
Fall River	2
Harwich	2
New Bedford	2
Provincetown	1
Rochester	1
Swansea	2
Total	12

District #7

Boston	14
Cambridge	1
Everett	1
Somerville	1
Total	17

District #1	12
#2	14
#3	17
#4	44
#5	15
#6	12
#7	17

Total received — 131

BUREAU OF RESEARCH AND STATISTICS

JOHN H. MONAHAN, SUPERVISOR OF WELFARE STATISTICS

The Bureau of Research and Statistics completed its sixth year at the end of 1942. The personnel, appointed under Civil Service regulations, consists of an Acting Supervisor of Welfare Statistics assisted by Field Representatives, Senior Statistical Clerks, and a clerical and stenographic force totaling 31 persons. It was with regret that the Bureau saw Mr. John J. Donnelly, its supervisor, leave to become a member of our Armed Forces in February of this year. The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principle types of Relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may from time to time require, and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.
2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into county and state totals.

3. Statistics of Soldiers' Relief granted under the laws of the Commonwealth and the regulations of the Department of State Aid and Pensions. Through the courtesy of the Department of State Aid and Pensions, the Bureau was given the opportunity to collect data on the number of cases, the number of persons represented, and the amount expended monthly by each city and town.

4. Statistics of other types of aid and assistance administered by other state and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies;--Department of Education, Division of the Blind, Work Projects Administration; Federal Old Age Insurance; Unemployment Compensation Commission; Civilian Conservation Corps (through April only) and the Surplus Commodities Division of the Department of Public Welfare.

5. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Commission on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted us to republish their figures.

6. Statistics relative to the social phases of the various types of relief administered by the department, collected on prescribed Social Data Cards.

   The staff of the Bureau includes several different Civil Service Classifications. The two most numerous are the 7 Social Workers (field representatives) and the 12 Senior Statistical Clerks. The Social Workers, each of whom represent the Bureau in an assigned area of the state, advise and assist the local boards and officials relative to maintaining welfare records, compiling regular or special reports and filling out Social Data Cards.

The Bureau is organized so that the compiling and tabulating work is apportioned by type of relief among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers required to perform the assignments and having the requisite qualifications.

In addition, to complete files of the various types of relief statistics for each city and town, the Bureau maintains up-to-date records for the several counties and for the Commonwealth as a whole. Data are published currently in a variety of forms; for example, for the individual cities and towns and in summaries. The following Table will serve to illustrate this and the figures presented may be useful to interested readers.

Table 3.- Average monthly case load and total yearly expenditure in Massachusetts by district ~~and municipality~~ for the year 1942

District	Total expenditure-direct and indirect	OLD AGE ASSISTANCE			AID TO DEPENDENT CHILDREN			GENERAL RELIEF			
		Aver. case load*	Direct expenditure*	Indirect expenditure	Aver. case load	Direct expenditure	Indirect expenditure	Aver. case load	Cash and kind expenditure	Hospital and medical	Burial
TOTAL	$52520 983.31	87 154	$33617 156.01	311 129.28	11 623	$8175 376.50	8 279.37	28 291	$8805 282.22	1477 880.37	125 879.56
DISTRICT I	6133 650.41	11 069	4318 314.67	63 483.01	1 008	674 596.95	2 422.29	2 518	754 930.89	298 505.10	21 397.50
DISTRICT II	6810 871.86	11 962	4620 935.71	42 081.83	1 136	788 089.75	785.94	3 298	1205 238.68	134 028.25	19 711.70
DISTRICT III	6834 505.57	12 581	4754 307.33	45 923.20	1 133	809 825.77	186.16	3 399	954 815.03	251 613.75	17 834.33
DISTRICT IV	7064 966.16	11 332	4331 988.91	44 563.46	1 529	1124 369.27	3 358.96	3 985	1349 806.22	199 030.18	11 849.16
DISTRICT V	6003 991.86	11 036	4251 475.96	50 222.13	1 109	793 001.56	1 258.78	2 356	752 836.24	145 076.37	10 120.82
DISTRICT VI	4466 678.70	8 486	3220 503.97	26 513.22	778	470 063.68	70.89	2 644	606 732.86	126 198.71	16 595.37
DISTRICT VII	15206 318.75	20 688	8119 629.46	38 342.43	4 930	3515 429.52	196.35	10 091	3180 922.30	323 428.01	28 370.68

The regular monthly summaries submitted to Washington, compiled from the individual city and town reports, and covering the various types of relief, show the case load, expenditures and average expenditures per recipient.

During 1942 the following payments were granted to recipients of Old Age Assistance:

TABLE II

Old Age Assistance--1942

1942	No. of cases	Amount expended	Average per recipient
J	88 143	$ 2 614 574.73	$29.66
F	87 916	2 621 047.89	29.81
M	87 772	2 622 258.04	29.88
A	87 348	2 617 839.65	29.97
M	87 049	2 830 929.69	32.52
J	88 860	2 869 508.44	32.29
J	87 877	2 887 833.00	32.86
A	86 950	2 899 334.43	33.34
S	36 765	2 903 615.16	33.47
O	86 186	2 912 069.45	33.79
N	85 845	2 923 618.24	34.06
D	85 138	2 914 527.29	34.23
Ave.	87 154	33 617 156.01 (a)	32.14

Note: (a) Total for the year

A survey of the Data in Table II above shows a decided gap in average per recipient between April and May. This was due to the change in the legal minimum from $30 to $40 in cases living outside a family group of three or more persons. Federal Grants amount to $16 088 231.48 which the state and towns share were $11 685 949.69 and $5 842 974.84 respectively.

It will be seen that a steady decrease in the number of families and children on Aid to Dependent Children has occurred during this year. It will also be noted that while the total expenditures have decreased that the average per family and per child have increased in December over January.

TABLE III

AID TO DEPENDENT CHILDREN

1942

1942	Families	Children	Amount expended	Av. per family	Av. per child
J	12 436	30 479	$ 726 562	$58.42	$23.84
F	12 446	30 447	729 072	58.58	23.95
M	12 415	30 367	725 064	58.40	23.88
A	12 324	30 166	709 253	57.55	23.51
M	12 164	29 758	684 610	56.28	23.01
J	12 000	29 444	673 593	56.13	22.88
J	11 772	28 785	658 958	55.98	22.89
A	11 588	28 382	645 154	55.67	22.73
S	11 514	28 103	667 319	57.96	23.75
O	10 479	25 368	655 730	62.58	25.85
N	10 314	25 031	654 330	63.44	26.14
D	10 020	24 486	645 732	64.44	26.37
	11 623	28 401	$8 175,377	58.82	23.99

The Federal Grants on Aid to Dependent Children amounted to $2 301 103.72, the State's share was $2 725 125.50 and the cities' and towns', $3 149 147.28.

In December 1941, the United States was attacked and War was declared. As a result, the small number of Employable persons shown in December of 1941 were able to obtain employment so that by January 1942, the number of Employable persons had become almost negligible.

A number of persons, thought to be Unemployable before the declaration of War, accepted employment opportunities and were therefore dropped from the relief rolls. This shows very clearly in the decrease from January to December of this year. Expenditures have not dropped off, as would be expected, due to the necessity of meeting the increased cost of food.

TABLE IV

GENERAL RELIEF--1942

1942	Number of families	Number of single residents	Total number of cases	Amount expended	Average per family	Average per sin. res.	Average per case
J	19 563	17 392	36 955	$1 030 489	$33.03	$22.09	$27.88
F	18 403	17 189	35 592	926 217	32.39	19.20	26.02
M	16 795	16 779	33 574	906 775	33.52	20.49	27.01
A	15 360	16 379	31 739	840 702	32.91	20.46	26.49
M	14 235	14 996	29 231	732 812	29.63	20.74	25.07
J	12 790	14 529	27 319	655 726	29.20	19.43	24.00
J	11 403	14 994	26 397	688 723	31.76	21.78	26.09
A	11 021	14 837	25 858	634 353	28.57	21.54	24.53
S	10 550	14 569	25 119	629 496	28.96	22.24	25.06
O	9 726	13 976	23 702	619 265	30.19	23.30	26.13
N	9 094	12 651	21 745	552 023	29.32	22.56	25.39
D	9 040	13 217	22 257	588 701	31.34	23.11	26.45
Ave.	13 165	15 126	28 291	$8 805 282	(a)31.22	21.34	25.94

Note: (a) Total for the year.

In addition to the regular periodic reports submitted by the Bureau to Washington and used by the department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. The greater number of such requests this year as compared with last year indicates not only the growing interest in the welfare problem from a statistical viewpoint, but, in a measure, evaluates the work of the Bureau as a public agency. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and universities frequently ask for data which the Bureau has available and such requests are always welcome.

The collection of figures on local Aid to Dependent Children administrative expenses during the year as a regular reporting procedure for which the Bureau made up reporting forms and instructions for the use of the local boards. This information is collected regularly each quarter so that reimbursement to the state, cities and towns from federal funds for A.D.C. administration expenses will be forthcoming.

Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law. One major change was made in the General Relief Report enabling us to get a much better picture of this group of relief cases. Except for these changes, the collection and compilation of our basic statistical data continued much the same as in the previous year.

A Survey was started in which a study of the Characteristics of Recipients of General Relief was started throughout the state. Plans were made for a similar survey on the A.D.C. case load.

One of our Senior Statistical clerks was loaned to Miss Channing to assist her work of the survey of Old Age Assistance for the Legislature. The entire tabulation of this survey was done on the machines of this Bureau.

Figures were prepared by this Bureau for the Commissioner on Taxation for the distribution to the various cities and towns of their share of the meal tax.

In conclusion, it may not be amiss to repeat what was expressed in the previous years' reports. As the work of the Bureau progresses it is anticipated that it will improve in quality, where the possibility of improvement exists, and that its scope will be progressively wider. It is planned as time goes on to give increased attention to the research phase of the work in which there are almost unlimited possibilities. Efficient and effective services to the Commissioner and the other policy making officials of the department. to the cities and towns and to all State agencies, public or private, are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau. Finally we wish to thank all the many cooperating individuals and agencies for their assistance during the year with the assurance that any facts or figures in our possession are always available to them.

Boarding Homes for Aged Persons
1942

G. Frank McDonald, Supt.

In Massachusetts today in 171 cities and towns there are operating 832 licensed homes for aged persons. During the year 1942 160 new applications were received, 143 licenses granted, 297 licenses renewed and 18 licenses cancelled.

The law providing for the licensing of these homes was enacted in 1929 when evidence was shown the Department of Public Welfare that abuses against the interests and well-being of the inmates of these homes were being practiced. The law provides that whoever maintains a home in which three or more persons over the ageof sixty years and not members of his immediate family are provided with care shall be deemed to maintain a home for aged persons, and the Department of Public Welfare is delegated to issue licenses and to make, alter, and amend the rules and regulations for the government of such homes. These licenses are issued for a term of two years and may be revoked at any time by the Department for cause, and carries a penalty of $500. for the first offense and two years in jail for the second offense for failure to license. It further provides that any person proposing to enter into a contract to provide care incident to advanced age, for life or for more than five years, for any person over sixty years of age and not a member of his family shall report this fact immediately to the Department and shall, before entering into or receiving any consideration under such a contract, deposit with the State Treasurer a bond in a sum and in amount satisfactory to the Department as security for the proper care of the aged persons.

One of the most extraordinary developments of recent years has been the mushroom growth of this new enterprise, boarding homes for aged persons. The problem of regulating these homes has increasingly occupied our attention to the end that in 1940 we revised the rules and regulations.

The law governing these homes specifically refers to these as Homes for Aged Persons. To eliminate confusion the Department has now for the purpose of these regulations determined that:

1. A convalescent home or hospital, rest home, home for the aged, nursing home or other institution of similar character, regardless of designation, caring for three or more persons over the age of sixty and not incorporated under the law of Incorporated Charities shall be deemed a Boarding Home for Aged Persons.

2. No person suffering from a contagious disease shall be admitted.

3. No boarding home shall provide prenatal care or admit maternity cases. (Chapter 111, sections 71-73.)

4. No boarding home shall admit or care for persons who are suffering from insanity, epilepsy, abnormal mental conditions, or those who are addicted to the intemperate use of narcotics or stimulants so as to have lost the power of self-control.

5. Homes caring for convalescents and the chronic sick shall make provision for necessary medical care by a medical doctor registered under the General Laws of Massachusetts. (Chapter 112, sections 2-12a.)

6. Homes caring for convalescents and the chronic sick shall have the resident supervision of a nurse registered under the General Laws of Massachusetts. (Chapter 112, sections 74-81.)

7. No boarding home shall keep within its confines opium, morphine, cocaine, heroin, codeine, or other habit-forming drugs as defined in Chapter 94, section 197 of the General Laws, or a hypodermic needle or syringe or other instrument adapted for the use of narcotic drugs by subcutaneous injection, excepting that a registered nurse may keep in her possession a hypodermic syringe or needle and may have in her possession and administer said drugs only under the specific direction of a physician as provided for in Chapter 94, sections 197 and 211. An accurate record must be kept of all such treatments.

8. All poisonous substances must be plainly labelled and kept in a locked closet or cabinet.

9. Patients shall occupy sleeping rooms on the second floor of any building only when two separate exits consisting of separate stairways, front and rear, are provided. A single interior stairway may be supplemented with exterior stationary fire exits.

10. Patients may occupy sleeping rooms above the second floor only in buildings of first-class fireproof construction.

11. All rooms must be outside rooms with a minimum of 600 cubic feet of air space allowed for each person. Dormitories shall be limited to six (6) beds.

12. All beds used for patients shall be at least 36 inches in width, six feet in length, and so spaced to permit freedom of movement on three sides.

13. Patients' quarters shall not be locked, hooked or fastened in any manner.

14. Adequate toilet facilities must be available on each floor where five or more patients are being domiciled.

15. Instructions governing emergency exit in case of fire must be posted in each room.

16. Dietary schedules must be maintained and a record of such accurately kept for inspection by the Department.

17. A register approved by the Department, showing the record of each patient must be maintained.

18. All homes operated under a license granted by this Department shall be so conducted as not to become a nuisance to, or an annoyance in, the community where located.

The Department has now classified the licensed Boarding Homes for the Aged into two classes, A and B.

The Class A home is a home where the facilities of a registered nurse or a graduate nurse of an accredited nursing school are obtained. This type of home shall be qualified to care for persons who need expert care as determined on the advice of a physician or hospital.

The Class B home is a home where the facilities of a practical

nurse who has had some experience in caring for the aged are obtained. This type of home shall be qualified to care for persons who are afflicted with ills incident to old age, or those without family accommodations and needing some kind of custodial care.

A list showing the classification is sent to all our district offices for distribution to bureaus in their area, to hospitals and to private agencies for their use.

Our law provides that any suitable person may maintain a home, but the Department of Public Welfare may prescribe the conditions under which a license shall be granted. The applicant must have the approval of the chairman of the local board of public welfare and the recommendations of three physicians, who subscribe to five standard inquiries pertinent to the applicant. In this case on the acceptance of this application, the building inspector of the community is requested to visit the proposed premises and to determine whether or not they meet the local building requirements. Alterations or additions ordered by him must be accomplished. A visit is then made them by the Department's inspector who determines the quota, adequate toilet facilities, the erection of partitions, elimination of fire and health hazards. When this is completed, the license is approved for the signature of the Commissioner.

In the supervision of these homes the inspection form is comprehensive, going into every phase of the problem to guarantee the comfort, and care of the old people. We must be alert when a home is found not paying its bills as it is in these homes that violations mostly occur.

Again it is the zealousness of those making the inspection that will maintain a high standard of homes. In this connection we receive the co-operation of the local visitors who consistently go into these homes and report any violation to the Department.

It is customary to warn the proprietor when a violation is occurring, and when no heed is taken, then we remove the license. The causes generally are for overcrowding, insufficient and poor food, intoxicants, and ill-treatment of patients. We anticipate and do receive strong opposition when a license is removed. Political influence is customary, but this pressure is favorably met by showing that it is an involvement of human misery, and it does not, in consequence, become a deterrant in our action. In 1941 eight licenses were removed and sixteen placed on probation.

In construction the boarding homes are amazingly alike. The homes are usually in houses built during the days when rooms were large and house plans were rambling. They are ideal for this work, particularly large estates that have been abandoned or have been foreclosed. The trouble with these latter is that too often they are, as would be expected, in zoned areas. The Department quite often uses its influence with appeal boards in asking for the grant of a variance, with good success.

It is with the homes that make a specialty of accepting Old Age Assistance and Dependent Aid cases, and are paid the minimum of $40.00 in our State for board, that require constant supervision. The homes that feature private patients generally are splendidly and satisfactorily operated.

In the cheaper priced homes the tendency is to overcrowd, skimp on food, and practise other economies that have our disapproval. It is

very difficult at times to catch violations, and the inspector has to rely on his observations, because it is nearly impossible to get a recipient to disclose that he is dissatisfied for fear of possible reprisals in the home. A successful method to obtain reliable evidence, when our suspicions are aroused, is to seize their register and contact the relatives of the patients. Invariably they will confirm our suspicions upon the promise of keeping the matter confidential.

We do not restrict the number of homes in any area when the applicant is acceptable, as we are of the opinion that competition betters conditions. This would seem so, because in a small town in the Central part of the State there is but one licensed home, and it was receiving $17.50 per week for each O.A.A. recipient, one of the highest grants in the State. The conditions in this home were such that we were obliged to cancel the license for overcrowding, insufficient and unsatisfactory food, and uncleanliness. Profit is naturally the motivation in the operation of these homes, and competition to a large extent perhaps obliges the operator to give the best care possible or suffer the loss of patients.

We believe that in classifying the homes a forward step has been taken. The Department is very careful in designating a Class A home. These are the homes that must have proven expert personnel to care for the real sick and terminal cases. Heretofore it has been the practice as an expediency to direct a patient to a home where very often there was but a practical nurse or one without any nursing knowledge at all. We have had numerous instances where these persons took on the garb of a registered or graduate nurse, with fake insignia pins, and attempted to care for sick persons. A dangerous practice was existing and with over 800 of these homes in the Commonwealth, and still increasing, we were obliged in the interest of the public good to make this new regulation.

The licensed homes for aged persons fill in our State a need as predominantly the inmates are O.A.A. and D.A. recipients. A roll call of these would disclose a great many who at one time were prominent in civic and business affairs of their community. They, perhaps through no fault of their own, are now obliged to be aided by a munificent government, and it becomes paramount with us to see that they are supported and cared for as nearly as possible to conditions that they have been accustomed to. This, we feel is being steadily accomplished.

CIVILIAN CONSERVATION CORPS

On July 2, 1942, the President's signature to Public Law 647-77 Congress liquidated the Civilian Conservation Corps. The process of discharging the enrollees was completed and the Corps terminated on September 15, 1942.

During its eight-year peace-time program, the Corps enrolled more than two and a half million youths, the majority of whom were under par physically, untrained in any kind of work, and in many cases discouraged and disheartened. The Corps built them up physically to the limit of their potentialities, conditioned them to group barrack life away from home, taught them self-reliance, skills that will enable them to make substantial contributions to the war effort, and equipped them to serve effectively in the armed forces.

More than 100,000 illiterate enrollees were taught to read and write, and thousands more were raised to the required educational level of Selective Service, The outstanding accomplishment of the Corps, however, was the rehabilitation of thousands and thousands of youths with remedial defects who, without the rugged camp life, would have failed to meet the physical standards of the draft boards.

In May of last year, by arrangement with the Red Cross, more than 3,000 men in the camps were trained as first aid instructors, and every enrollee was taught first aid. If their first aid knowledge is needed, these men can be used by home civilian defense organizations or by managers of industrial plants.

Much important fire prevention work has been done in forest areas throughout the country, where the camps were located: cutting firebreaks, building truck trails and telephone lines into previously inaccessible parts of the forests, removing underbrush and similar fire hazards, and constructing lookout towers. Each camp also trained a fire-fighting crew, and these crews have become the backbone of forest protection, particularly in the west. Large numbers of men were trained to handle explosives, build roads, construct buildings, bridges, and do other types of construction, as well as to perform scores of other types of work vitally necessary in the event of air attacks upon this country. These same young men, located in every state in the country, are ready to serve in any capacity in any emergency, and have been on call for the past eight years.

The Civilian Conservation Corps has given the nation and the world a fine example of the great contribution that a youth organization can make if it devotes itself to the sound principles of productive work, work training, discipline, and unselfish service to the nation - the basic principles which shaped and guided the Civilian Conservation Corps.

ANNUAL REPORT
COMMODITY DISTRIBUTION DIVISION
- 1942 -

INTRODUCTION

Commodity Distribution in Massachusetts was conducted in 1942 under the same legislative authority reported in 1941. Federal authority for operation of the program was provided by Public No. 165, 75th Congress, approved June 28, 1937. State authority for operation of the program was contained in Chapter 634 of the Acts of 1941.

The Federal Surplus Commodities Corporation and its functions as an agency of the Department of Agriculture were administratively affiliated with the Surplus Marketing Administration for the period July 1, 1941 to February 23, 1942. From February 23, 1942 to June 30, 1942 the Agricultural Market Administration succeeded the Surplus Marketing Administration and the Agricultural Marketing Administration was in turn changed to the Food Distribution Administration on July 1, 1942.

These changes in no way affected the policy or operation of the Commodity Programs, and the agreement which the Department had with the F.S.C.C. was recognized by each succeeding Administration

COMMODITY DISTRIBUTION

a. Direct Distribution. To participate in the Commodity Distribution Program, it was necessary for a city or town to agree to provide proper storage facilities, including cold or freezer storage when needed, office space, including heat, light and office incidentals, as well as transportation, where necessary to points within the city or town after receipt of commodities at a district warehouse. Distribution centers in the cities and towns were given every assistance in maintaining satisfactory storage conditions. They were kept informed as to modern storage practices, shown the value of ventilation, cleanliness, proper piling, control of infestation, and were kept advised of new items on arrival.

Commodities continued to be received in fair quantity in 1942, however, the total volume received was less than any previous year since 1938, the peak year of distribution

There was considerable variety in kind of food received, 58 different items being available for distribution.

For the calendar year 1942 there was distributed under this program 67,626,499 pounds of food having a value of $4,929,674.41 and 1,298,551 items of clothing and household articles having a combined value of $5,977,533.66. (See Exhibit A for itemized list)

b. School Lunch Program. Through the combined efforts of the Commodity Division and other agencies interested in child welfare, 62 new communities, 275 schools, 29,542 pupils have been added to the program since the close of school in 1941.

The total number of schools eligible at the close of the school year in 1942 was 1,149 and the number of eligible pupils was 153,209. Of these 1,149 schools, 110 were using commodities in cafeterias, 315 were participating in WPA hot lunch projects, 98 were nursery schools, 203 were serving a complete hot meal, 121 were serving one hot dish, 301 were using surplus commodities to supplement lunches brought from home.

There was distributed in the calendar year 1942 a total of 12,030,120 pounds of food to elegible schools. (See Exhibit B for itemized list)

All cities and towns not taking advantage of the program have been contacted and of the 351 cities and towns in Massachusetts 238 are using surplus commodities for school lunches; 65 have made no definite decision, 4 communities operate concessions and are not eligible and 44 definitely not interested.

We believe the School Lunch Program is developing most satisfactorily due to the continued efforts of all the organizations who have so faithfully worked for and are interested in its growth.

c. Food Stamp Plan. The Food Stamp Plan is a method of distributing surplus and other foods through the regular channels of trade to families receiving some type of assistance. The plan as operated in Massachusetts consisted of sales made from city and town Food Stamp offices.

A client was certified for participation by the city or town Certifying Agent. Upon completion of this requirement, this information was forwarded to the Stamp Issuing Office, where an authorization form showing maximum and minimum purchase requirements was prepared and mailed to the client. Upon receipt of this form, the client was in a position to purchase orange food stamps and receive blue stamps which were furnished fre of charge. Blue stamps were received at the ratio of 50 cents in blue stamps for each $1.00 of orange stamps purchased.

In order to facilitate the operation of the Stamp Plan in Massachusetts and to permit greater expansion the Department Sponsored legislation to establish a Commonwealth Stamp Plan Fund.

This legislation was passed in the Special Session of 1942 and is listed as Chapter 9 of the Acts of 1942. This bill established a trust fund in the amount of one million dollars to be known as the Commonwealth Stamp Plan Fund and administered solely by the Commissioner of Public Welfare. (See copy of legislation attached)

The Food Stamp Plan was in operation in forty-five cities and towns in Massachusetts at the end of 1942. Purchases of orange stamps in the amount of over 3½ million dollars in 1942 by certified persons resulted in the issuance of $ 1,741,319.50 in blue stamps for the purchase of surplus commodities through retail stores to an average caseload of 44,167 cases.

d. Low Cost Milk Programs. Under the provisions of the Agricultural Marketing Administration's Program, enacted by Congress, fluid milk was distributed to various relief recipients, welfare organizations including the hot lunch programs and public and parochial schools where it would result in a more adequate diet for the indigent, and to children that would benefit from a nutritional standpoint from increased consumption of the prevailing surplus fluid milk in this area.

The Relief Milk Program was effective in the Greater Boston Area, which includes: Brighton, Charlestown, Dorchester, East Boston, South Boston, Jamaica Plain, Roxbury,

Roslindale, Dedham, as well as the cities and towns of Arlington, Beverly, Braintree, Brookline, Burlington, Cambridge, Chelsea, Everett, Lynn, Malden, Melrose, Medford, Peabody, Quincy, Reading, Revere, Salem, Saugus, Somerville, Stoneham, Swampscott, Wakefield, Waltham, Watertown, Wellesley, Weymouth, Wilmington, Winchester, and Woburn. There are one-hundred and one milk stations operated in these areas, of which forty are maintained in the Boston Area alone. The Invitations to Bid under this Program were submitted by the Federal Milk Marketing Administration through this office to all distributors in these areas where a competitive bid was made by various distributors for distribution of this milk.

Relief recipients were allowed to purchase a number of quarts commensurate with their family size, for which they paid the distributor at the station six cents for each quart received. Our station personnel maintained proper records for each classification of relief recipients participating, and these reports were submitted to us daily from each station. The distributors invoice for indemnification by the Agricultural Marketing Administration was certified by this office, both as to quantity and quality, and returned to them so that they could make the proper claim for the price bid which was in addition to the six cents received from the recipient.

Approximately forty thousand quarts was distributed daily under this program in 1942, of which approximately twenty thousand quarts was distributed daily in Boston.

The School Milk Program operated in 1942 consisted of two separate and distinct policies. The first in effect in the Greater Boston Schools required that each child pay one-cent per one-half pint bottle, and the Agricultural Marketing Administration compensated the handlers for all costs in excess of this amount. The second policy in effect outside of the Boston Area stipulated that the Agricultural Marketing Administration would indemnify the distributor for the prevailing price of unprocessed milk, and all processing and handling charges were to be defrayed in part by a contribution of the child to a maximum of one-cent and the differential, if any, above this amount to be met

out of local funds provided for this purpose. In the event such processing charges were less than one-cent, the child contributed the full penny, and the excess was permitted to accumulate until such time as it was used in distributing free milk to children.

In 1942, 268 schools participated in this program consisting of a total enrollment of 86 thousand children of which 56 thousand children received a half-pint of milk daily in addition there were 59 child welfare centers participating with a total enrollment of 7 thousand children receiving approximately 51 half-pints of milk per day.

ORGANIZATION

In the distribution of responsibility for the operation of the WPA project, technical supervision rested with the State Department of Public Welfare, and administrative supervision with the Work Projects Administration. Included under administrative supervision were the following functions: assignment, timekeeping, safety inspection of truck used by WPA employees regardless of ownership; safety and sanitary inspection of warehouses, foremanship training, supervision to insure compliance with WPA rules and regulations serving as liaison between the sponsor and the Work Projects Administration.

Included under Technical supervision were the following functions: transportation and distribution, loading and unloading, storage and storage techniques, weighing and packaging, bookkeeping and compilation of reports, determination of eligibility, amounts of commodities to be supplied and allocation on basis of need within state.

This list was not necessarily complete, but it was indicative of the division of responsibility which should exist.

In the operation of the commodity distribution project, the WPA provided funds only for the payment of labor; all other non-labor costs being borne by the sponsor or the co-sponsors. The sponsor also provided for all administrative supervision above the level of warehouse supervisor and also provided a majority of persons employed on administrative work at the state office. The WPA supplied all other personnel needed to conduct project operations of which a majority of these were relief labor assignments.

Non-certified WPA personnel being assigned only on specific approval of the Administrator.

The maximum number of persons employed during 1942 was 1529 employees. Of this number 88% were WPA employees on a security wage, 5% non-relief WPA and 7% State employees paid from Sponsors' funds.

The Division operated in 1942 for Direct Distribution 28 warehouses and 249 distribution centers and serviced 91 towns by truck under the door to door system. For the Food Stamp Plan there was operated 54 sales offices in 45 cities and towns. (see chart)

SALVAGE OF COMMODITY CONTAINERS

Empty containers such as egg crates, orange and grapefruit boxes, potato and flour bags, vegetable baskets, lard drums, etc., were accounted for in the same manner as merchandise. Containers not salable were used in distribution and issued to clients for kindling and other purposes, or donated to agencies for use on public projects. Bids were taken on all salable items from time to time at district warehouses, and the proceeds of sales were turned over for deposit in a special Commodity Salvage Fund maintained at the State Treasurers Office. Total receipts from sales of salvaged containers during the year 1942 amounted to $21,675.33.

In order that these activities may be better understood, certain tables are attache to provide a clear picture of Commodity operations in 1942.

SECTION 2. For the purpose of establishing the aforesaid fund, the state treasurer shall issue, and may renew, notes of the commonwealth; provided, that the total indebtedness of the commonwealth under this section outstanding at any one time shall not exceed one million dollars. Such notes shall be issued for such term of years as may be recommended by the governor, in accordance with section 3 of Article LXII of the amendments to the constitution of the commonwealth, and shall bear interest at such rate as shall be fixed by the state treasurer, with the approval of the governor and council. All notes issued under this section shall be signed by the state treasurer, approved by the governor and countersigned by the comptroller. All interest due on such notes, together with all expenses and costs incurred in connection therewith, shall be paid from said Commodities Salvage Fund to the extent thereof.

Approved January 31, 1942.

AN ACT PROVIDING FOR THE ESTABLISHMENT IN THE STATE TREASURY OF A SURPLUS COMMODITY STAMP TRUST FUND AND REGULATING THE ADMINISTRATION THEREOF.

Whereas, This act provides for further co-operation by the commonwealth with the federal government in the matter of the carrying out of the Federal Surplus Commodity Stamp Plan, so called, and should take effect without delay, therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted, etc., as follows:

SECTION 1. There is hereby created in the state treasury a fund, to be known as the Commonwealth Stamp Plan Fund, which shall be administered and used as hereinafter provided. Said fund shall consist of the proceeds of loans made by the commonwealth for the purposes of said fund, of moneys received from the sale, delivery or redelivery of food order stamps and cotton order stamps, or stamps of a similar nature, issued by or under agreement with the Surplus Marketing Administration of the United States Department of Agriculture, or any successor to said administration, and of moneys allocated or granted to the commonwealth by the federal government or received from any other source for the purposes of said fund.

Said fund shall be administered in trust and used solely for the acquisition of stamps issued as aforesaid. In the event that the commonwealth abandons or discontinues its activities in acquiring and distributing such stamps, any balance remaining in said fund, after first being used to pay all expenses, loans, or costs in connection with said fund or for its purposes, shall be credited to the Commodities Salvage Fund in the state treasury.

The acquisition and distribution of such stamps shall be carried out by the commissioner of public welfare under authority of chapter six hundred and thirty-four of the acts of nineteen hundred and forty-one, or otherwise under the supervision of the governor and council.

All moneys received on account of said fund shall be kept and accounted for by the state treasurer in the same manner as other moneys of the commonwealth, except that such moneys shall be segregated and deposited in a separate account, that said fund shall constitute a continuing trust fund, and that the annual balances shall be carried forward and shall remain continuously available to the said commissioner solely for the purposes of this act.

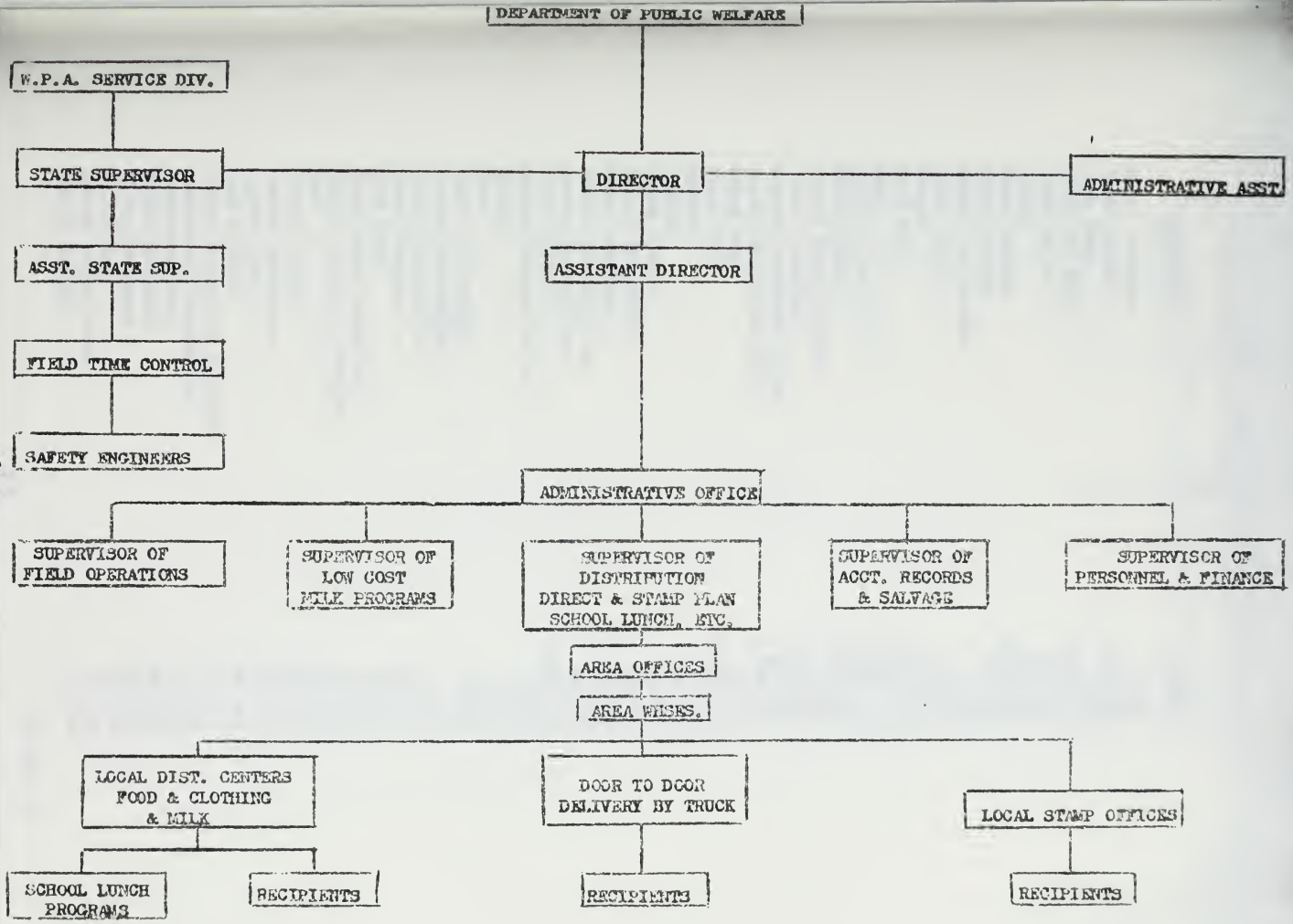
DEPARTMENT OF PUBLIC WELFARE
W.P.A. SERVICE DIV.
STATE SUPERVISOR
DIRECTOR
ADMINISTRATIVE ASST.
ASST. STATE SUP.
ASSISTANT DIRECTOR
FIELD TIME CONTROL
SAFETY ENGINEERS
ADMINISTRATIVE OFFICE
SUPERVISOR OF FIELD OPERATIONS
SUPERVISOR OF LOW COST MILK PROGRAMS
SUPERVISOR OF DISTRIBUTION DIRECT & STAMP PLAN SCHOOL LUNCH, ETC.
SUPERVISOR OF ACCT. RECORDS & SALVAGE
SUPERVISOR OF PERSONNEL & FINANCE
AREA OFFICES
AREA WISES.
LOCAL DIST. CENTERS FOOD & CLOTHING & MILK
DOOR TO DOOR DELIVERY BY TRUCK
LOCAL STAMP OFFICES
SCHOOL LUNCH PROGRAMS
RECIPIENTS
RECIPIENTS
RECIPIENTS

EXHIBIT A

TOTAL DISTRIBUTION OF FOOD FOR THE YEAR 1942

COMMODITY	POUNDS
Dried Apricots	37,879
Fresh Apples	7,512,510
Lima Beans	6,886
Dried Pea Beans	1,106,176
Fresh Beets	556,297
Butter	347,498
Fresh Cabbage	1,013,285
Fresh Carrots	246,506
Canned Pea Chowder	1,412
Wheat Cereal	752,285
Cheese	116,104
Corn Meal	1,913,309
Eggs	1,569,419
Graham Flour	1,770,757
Wheat Flour	2,950,089
Canned Peaches-Proc.	2,928
Fresh Grapefruit	2,610,380
Canned Grapefruit Juice	290,804
Canned Evaporated Milk	1,810,679
Dried Milk	90,393
Fluid Milk	32,867,305
Onions	799,082
Oranges	398,208
Dried Peaches	18,851
Canned Grapefruit	80,184
Sweet Potatoes	2,093,327
Canned Syrup-104 oz.	27,189
Canned Syrup-52 oz.	79,446
Dried Prunes	1,216,499
Canned Peaches-106 oz.	7,301
Raisins	2,119
Rice	4,454
Peanut Butter-#84	53,290
Peanut Butter-#84A	520
Peanut Butter-#84B	40,550
Fresh Tomatoes	102,998
Salt Pork	48,877
Fresh Mixed Vegetables	38,986
Canned Vegetable Chowder	10,032
Lard	831,182
Canned Apples	175,510
Canned Applesauce	573,428
Canned Beets	149,812
Pork & Beans	409,667
Canned Grapefruit Segments	115,218
Grapefruit Juice-46 oz.	517,199
Dehydrated Soup	45,918
Canned Tomatoes	468,176
Black Eye Beans	202,205
Rolled Oats	418,806
Canned String Beans	16,676
Canned Carrots	133,650

(see page 2)

TOTAL DISTRIBUTION OF FOOD FOR THE YEAR 1942

COMMODITY	POUNDS
Canned Tomatoes-Proc.	39,230
Canned Spinach	11,276
Frozen Egg Yolks	293,400
Frozen Beef	157,269
Frozen Lamb	11,316
Pecans	65,652
Ham	18,279
Canned Rhubarb	1,128
Canned Corn	5,776
Fresh Corn	3,255
Canned Swiss Chard	144
Dehydrated Eggs	12,161
Squash (Fresh)	355,350
Total	67,626,499 lbs.

EXHIBIT B

TOTAL FOOD DISTRIBUTED TO SCHOOL LUNCHEONS DURING THE YEAR 1942

COMMODITY	POUNDS
Butter	205,861
Peanut Butter #2 Jars	27,684
Peanut Butter #8 Cans	488
Peanut Butter #10 Cans	47,580
Dry Skim Milk	71,857
Evaporated Milk	512,491
Fresh Eggs	213,931
Wheat Cereal	335,415
Corn Meal	338,776
Graham Flour	389,589
Wheat Flour	580,305
Rice	682
Fresh Apples	1,745,998
Dried Apricots	8,764
Grapefruit Juice-18 oz.	223,187
Grapefruit Juice-46 oz.	459,867
Grapefruit Segments	180,540
Canned Peaches-106 oz.	7,301
Dried Peaches	6,687
Prunes	119,867
Raisins	41
Lard	50,165
Dried Beans	54,424
Lima Beans	4,439
Canned Tomatoes #95	414,109
Salt Pork	23,066
Cane Syrup-52 oz.	65,599
Cane Syrup-104 oz.	35,260
Canned Pork & Beans	346,423
Dehydrated Soup	34,021
Canned Apples-Proc.	116,252
Canned Applesauce-Proc.	265,718
Canned Beets-Proc.	49,874
Canned Carrots-Proc.	85,936
Canned Mixed Vegetables-Proc.	580
Canned Peaches-Proc.	2,640
Canned Pea Chowder-Proc.	1,412
Canned Tomatoes-Proc.	20,964
Canned Vegetable Chowder-Proc.	4,516
Fluid Milk	3,609,768
Fresh Grapefruit	345,898
Canned Grapefruit-Proc.	27,632
Canned Spinach-Proc.	2,592
Fresh Cabbage	68,565
Frozen Beef	138,323
Frozen Lamb	11,316
Black Eye Beans	800
Sweet Potatoes	215,042
Pecans	53,075
Frozen Egg Yolks	450
Smoked Ham	15,317
Cheese	93,286
Oranges	238,490
Onions	37,000

(con't.)

TOTAL FOOD DISTRIBUTED TO SCHOOL LUNCHEONS DURING THE YEAR 1942

COMMODITY	POUNDS
Rolled Oats	37,347
Fresh Beets	22,877
Fresh Carrots	12,326
Fresh Tomatoes	5,020
Canned String Beans-Proc.	3,352
Canned Rhubarb	732
Dehydrated Whole Eggs	11,881
Squash	36,492
Canned Corn	230
Total	12,030,120 lbs.

DIVISION OF CHILD GUARDIANSHIP

Marion A. Joyce, Director

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Changes in the Division during the past year may be divided into (a) those resulting from legislative action, (b) those resulting from the general changes due to wartime conditions, and (c) others due to various factors.

Legislative action added two new functions which may be regarded as extensions of old services rendered by the Division, and added a little of the much needed personnel.

In passing Chapter 629 of the Acts of 1941 the Legislature required for the first time that private boarding homes for children (other than babies) be licensed by the Division of Child Guardianship. Whereas the old law gave this protection to all infants under two placed out at board, the new law extends such protection to all children under fourteen - with the exception that public and private agency boarding homes for children over two are not subject to inspection and licensing. The experience of the Division in carrying out the provisions of Section 28 of Chapter 119 and public opinion aroused by this and other experience led to the passage of this legislation to give Massachusetts children more protection and coverage comparable to that existing in many other states. It was impossible to estimate accurately the volume of work to be encompassed under the new law; with the result that although the personnel requested was granted, it proved inadequate - possibly due in part to the fact that the new law became effective at a time when war and employment conditions were increasing the number of children boarded out.

In passing Chapter 648 of the Acts of 1941 the Legislature gave the Division the responsibility for more work with juvenile delinquents in the form of temporary custody to avoid commitment of such children to jail while awaiting examination or trial. There were granted additional funds for the care of such children and three social workers to transport them to and from courts, etc. Since it was possible to predict roughly the number and geographical distribution of these new court cases, the funds and staff proved adequate. But a long search for special foster homes for such children, who for most of the state would rarely total enough in any one locality to mean continuous use by the Division of a detention home, which is the most difficult foster home to find and develop, resulted in a practice of using for this purpose certain foster homes already in use by the Division in other parts of the state, and the Children's Aid Society's special detention homes for children in greater Boston.

One more legislative change affecting the work of the Division was the passage of Chapter 661 of the Acts of 1941. The Department of Public Health in its new function of licensing all the hospitals, absorbed the licensing of maternity hospitals, formerly carried on by the Division of Child Guardianship; and turning naturally to Miss Mary T. McCann, who had for twenty-five years done this work, to continue it in the Department of Health, took from this Division someone who had long been an outstanding member of the staff.

In the matter of personnel, for want of which the Division's work suffers so greatly, only a fraction of the request was granted. An assistant director was made possible, and following a Civil Service examination the appointment of Miss Esther P. Hill - formerly Case Supervisor of the Children's Friend Society of Boston (by which she had been loaned in the summer of 1939 to make a special survey for the

Child Welfare Services program of the Division) was made on April 21,1942. Filling a great gap that had existed for the past sixteen years, the Assistant Director serves as case supervisor for that part of the Division caring for children in its custody, leaving the Director to concentrate on administration, personnel, and supervision of the other functions of the Division. Another important gain was the establishment of a supervisory position, providing a Supervisor of Intake where hitherto there had been adequate supervision only of the intake of dependent children although the current intake of neglected children is more than three times as large. While four social workers were added, the net gain was two - since two carried on the payroll of the Division of Aid and Relief were recalled by that Division. One new social worker was assigned to work on the adoption placement of children in the care and custody of the Division, so that more children are being removed from state care and expense to the permanent security of adoption homes. By rearrangement of other workers, two social workers were assigned to work exclusively on the return of childrento their families or other relatives - with similar advantages to them and the state. An additional social worker (a nurse like her colleagues) was added to the unit giving Social Services to Crippled Children.

More personnel, as has been pointed out to the Ways and Means Committee, would not only mean making more satisfactory work possible and keeping routine work up-to-date, but would unquestionably save the state money. If there were more staff time to put into investigating the cases of children who come to the Department through the courts as neglected, more time to work on collecting support from parents whose circumstances may have changed subsequent to the commitment of their children, more time to investigate possibilities of discharging children to parents and other relatives - there would unquestionably be fewer

children in care and more reimbursement collected for their care. Such additional workers would save their salaries several times over. The experience of adding a worker for the placement of children in adoption has meant saving almost three times her salary in the year, to say nothing of the cumulative saving achieved by discharging children ten to fifteen years sooner than they would otherwise have left the care of the state.

Wartime changes in general conditions affected the Division in many ways. All the various transportation difficulties came sharply home to a large staff of social workers doing field work and transporting children all but one day a week. Living within the general restrictions, the staff has made the adjustments required and received the cooperation of the officials involved in securing gas, tires, and new cars as necessary. All the characteristic difficulties of the times due to loss of personnel and trouble securing replacements have similarly been a handicap retarding the work of the Division - especially in the clerical field, because of the comparatively low salaries offered in state service for the majority of our clerical positions.

Various other aspects of wartime conditions affected more directly the children in the care of the Division and others for whom it has responsibility. It saw 287 of the older boys join the Armed Forces of our country as against 101 in the preceding year. Our older children and many of our former children - like all young people of their age - need copies of their birth certificates for all the purposes recently requiring them, so that a large amount of staff time has had to be taken from regular work for search and verification. The work with children evacuated from England and previously reported on continued. With new responsibility for the Department in connection with plans for evacuation, came responsibility to the Division for planning care for whatever children

apart from families the war might necessitate evacuating in this state. We were fortunate enough to secure the loan of Mr. S. Max Nelson, Director, East Boston Social Centers Council, to supervise this work; and through funds provided by the United States Children's Bureau through our Child Welfare Services program the full time services of Miss Barbara Wallace from the Boston Council of Social Agencies (and a secretary) to organize the work to be carried by the staff of the Division with the assistance of the other public and private agency social workers in the children's field.

Probably the largest problem precipitated by the times has been the securing and holding of enough foster homes for the thousands of children already in the care of the Division and those newly arriving each day. There is no need to expatiate here on the baffling difficulties faced by child placing agencies the country over in this matter ever since the cost of living began to rise, women began to take employment outside the home, families doubled up with their menfolk in service, etc., etc., etc. The shortage of foster homes predicted in last year's report became a nightmare - the general problem being accentuated by the low rate of board paid to foster mothers. An increase of fifty cents a week granted during the Emergency Session of the Legislature in January 1942 stemmed the tide only slightly, as it was insufficient to cover the rise in cost of living to that date. With increasing pressures as the months passed, it became necessary to lower foster home standards in order to keep old and new children with roofs over their heads. The only hope is further raising of the board allowance and additional staff for home-finding, since the conditions creating the situation can scarcely be expected to grow better before they grow worse, and that not for some time.

One more setback due to financial pressure of the times has been the loss of the proposed receiving home for new children. In the budget approved by the last Legislature was included the rental and operation of a house near the office to relieve the crowding of the office and provide proper care for children on arrival. A reception office, play-waiting room, doctor's examining room, clothing room, facilities for providing a hot luncheon instead of milk and sandwiches sent in, rest room for sick or weary children, facilities for isolation care for twenty-four hours, and the inclusion of nursery care for new infants (now provided in an apartment on Joy Street) - would all have been at last available under one roof close to the office. A suitable house in good condition with adequate space and even an elevator was found at 79 Mt. Vernon Street in the property until recently used by the Adult Education Center. However, shortly before the Division was to have moved in it was advised by the Governor's office that the plan must be abandoned for the duration.

The year has seen some changes - for the better - that cannot be classified as due either to legislative action or wartime conditions.

The acquisition of Rooms 1 and 2 was a great boon. Room 1, really two connecting rooms with a lavatory, provides vastly better accommodation for the children's waiting-room and doctor's examining room than the Division has ever known. Room 2 furnishes ideal accommodation for the new unit established to carry on the licensing of private boarding homes for children under the legislation previously mentioned.

Very real help in the area of needed personnel was given temporarily by the Children's Bureau in allowing the Division to use funds accumulated in the Child Welfare Services account. Whereas children newly arriving in the care of the Division have never been provided with any case work services until, after temporary placement,

they go to regular foster homes - although they most need such assistance at the crucial point of their initial adjustment from home to agency care - it became possible to set up a small unit of staff to receive the new children, study them and their family histories (so far as available), and carry them as individuals until the visitors arrange for their permanent placement. It is too soon to report results since this unit was not set up until two months before the year's end. Another similarly temporary grant has been used to provide an additional social worker for the unit which investigates adoption petitions for the courts. This unit being hopelessly understaffed for the current volume of work (see below) and the Division under constant criticism for its inability to keep up with the ever increasing pressure of new cases, it was felt that, although Child Welfare Services funds should not be used to subsidize staff units already set up to meet normal responsibilities of the Division, the incoming Legislature would inevitably see the need of more staff for the investigation of adoptions and provide it. On this assumption the cost of an interim additional social worker was allowed for.

CHILDREN in the CARE and CUSTODY of the DIVISION

Summary of all Children under Care during the Year. (See next page.)

Summary of all Children under Care during the Year

	Delinquent			Wayward			Neglected			Dependent			Grand Total
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	
Number Dec.1,1941	131	43	174	1	4	5	2,284	2,200	4,484	1,796	1,473	3,269	7,922
Received Dec. 1,1941 to Nov. 30,1942	160	56	*216	-	-	-	476	419	895	169	110	279	1,390*
Total number during the year	291	99	390	1	4	5	2,760	2,619	5,379	1,965	1,583	3,548	9,322
Discharged Dec. 1,1941 to Nov.30,1942	183	53	236	1	1	2	563	401	964	292	205	497	1,699
Number Dec.1,1942	108	46	154	-	3	3	2,197	2,218	4,415	1,673	1,378	3,051	7,623

*Including 20 state wards (15 boys and 5 girls) recommitted as delinquent to the Department.

Status of Children under Care during the Year

Remaining under care November 30, 1942:	Girls	Boys	
In families, receiving wages	314	129	
In families, free of expense to Commonwealth	210	458	
In families, clothing only provided	130	26	
In families, board and clothing provided	2,527	2,937	
With parents, pending discharge	182	117	
With other relatives, pending discharge	79	69	
In hospitals	170	152	
In United States Services	—	47	
In NYA Resident Camps	—	13	
Married	16	2	
Whereabouts Unknown	17	28	
Totals	3,645	3,978	7,623 *
Passed from care during the year:			
Died	8	17	
Became of age	89	71	
Transferred to Lyman School for Boys	-	14	
Transferred to Industrial School for Boys	-	3	
Transferred to Industrial School for Girls	2	-	
Committed to Lyman School for Boys	-	29	
Committed to Industrial School for Boys	-	12	
Committed to Industrial School for Girls	13	-	
Committed to Massachusetts Reformatory for Women	3	-	
Committed to Massachusetts Reformatory - Concord	-	1	
Committed to other correctional institution - (County Training School)	-	1	
Committed to Department of Mental Health	20	33	
Legally adopted	40	26	
Discharged to place of settlement	8	2	
Discharged to United States Services	-	286	
Otherwise discharged	472	539	
Totals	655	1,024	1,679
Total number under care during the year	4,300	5,002	9,302

*Includes 320 full orphans; 417 colored children; 2579 illegitimate children; 470 children whose fathers are dead; 902 children whose mothers are dead.

Although intake was expected to rise, the total number of new children received by the Division in the first year of the war showed no appreciable increase, amounting to 1,370 as against 1,362 in 1941 - when there was an increase of 13% over 1940. Broken down into several categories, however, 1942 intake shows some differences over the previous year: 279 dependent children* were received, - a decrease of 24% from 1941; 896 neglected children, - an increase of 5% over 1941; and 196 wayward and delinquent children, - an increase of 41% over 1941. The decrease in dependent children probably can be attributed to the general increase in employment which has made it economically possible in many cases for the single parents as well as other relatives to continue with children's care. The increase in neglect was anticipated in response to such factors as mothers going into industry, fathers leaving the family for the Armed Services or for employment opportunities in other locations, the greater consumption of alcohol usually accompanying "good times", as well as the disturbing effect on family life of the uncertainty of the times. The increase in delinquent children was occasioned for the most part by the expansion of the Division's work in the detention of juveniles held for trial or examination, made possible with the special funds appropriated in 1941 when the Legislature enacted Chapter 648.

The lack of personnel to make adequate investigations of cases of neglect and delinquency has continued and presents a gap of major proportions in the Division's services. Due to this staff insufficiency it is not possible to investigate the validity of the court complaints

* 58 under Sec. 22 of Chap. 119
2 " Sec. 28 " Chap. 119
216 " Sec. 38v" Chap. 119
3 " Sec. 14 " Chap. 273

which result in the commitment of children, to explore the possibilities for re-adjusting the family situation so that the children may remain at home or go to other suitable relatives; nor to prepare the child for the new experience if he needs to come into care, and get information about the child himself to serve as a basis for planning intelligently for him after he is received.

Disposition of Children held on Temporary Mittimi pending further order of the Court

	Pending Dec. 1, 1941	Received during the Year	Permanently Committed	Discharged, Dismissed, Bailed & Defaulted	Died	Pending Dec. 1, 1942
Neglected	201	680	204	390	1	286
Wayward	1	-	-	1	-	-
Delinquent	57	170	12	162	-	53
Total	259	850	216	553	1	339

Children committed for temporary periods under the neglect law constitute a great problem. It is very difficult to fit children satisfactorily into foster homes for short periods when there is no possibility of knowing the ultimate disposition of the court case. Too often children are committed for varying periods in order that pediculosis, scabies or impetigo may be cleared up. Temporary commitments should be used only when there is no other solution possible since the traumatic effect on a child of the sudden disruption of his homelife -- even a poor homelife -- sometimes causes incalculable harm.

Personnel for investigation of applications for the care of dependent children is more adequate and permits not only a careful study of each new case, but also follow-up service of an intensive nature to a limited number of families of dependent children, together with annual reviews of the family situation of all dependent children in care.

The following figures show the volume of work on applications for the care of dependent children:

	Children	Families
Applications pending December 1, 1941	577	409
Applications received December 1, 1941 to November 30, 1942 (Including 101 re-applications)	772	558
	1,349	967

Disposition as follows:

Advised only		42
Applications withdrawn		22
Assumed by relatives		320
Assumed by private agencies.		33
Assumed by public agencies		76
Children committed Section 22, Chapter 119 Gen. Laws		
Boys (including 1 foundling)	41	
Girls	17	
	58	58*
Children received Section 38, Chapter 119 Gen. Laws		
Boys	124	
Girls.	92	
	216	216*
Pending December 1, 1942		582
Total		1,349

Of the total group of children in the care and custody of the Division 556, at the close of the year, were infants supervised by the unit of nurse-visitors for children under three. During the year they received 345 new children and lost 418: 151 returning to parents or other relatives, 11 being placed for adoption, 4 dying, and 252 being transferred on becoming three to the visitors for older children. In the course of the year a total of 974 babies were supervised by this unit, so that the mortality rate was less than one-half of one per cent.

*Sum of these items 274 plus 3 received under Section 14 of Chapter 273 and 2 received under Section 28 of Chapter 119 equals 279 in Summary Table.

The staff unit working exclusively with mentally deficient children cared for 487 boys and girls. It arranged the admission of 52 to the state schools for mental defectives; had to secure the admission of several psychotic children to state hospitals; and made many temporary placements in the State Infirmary and the Hospital Cottages at Baldwinsville. Sixteen (16) children were returned to parents or other relatives, 10 becaqe of age, and six (6) died (of chronic diseases). Changes in employment conditions helped the older children in this group, and our employed mentally deficient children have a total of $3852. in their savings accounts.

The three large staff units caring for all the children between three and twenty-one and not diagnosed as mentally deficient carried on in spite of travel difficulties and the acute shortage of foster homes, while intake continued at a steady pace. The men visitors for boys over twelve, in their additional capacity as the court agents for the Division, attended over 6000 hearings on cases of juveniles charged with delinquency or waywardness, and about 2400 cases of neglect. At the end of the year the older boys' (over twelve years) group had 109 in Senior High School, 10 pursuing further education (including 2 in college), and 542 employed - including 235 in factories. Tabulated by ages, both boys and girls in the fifteen year old group are most numerous, each year from fifteen to twenty-one showing declining figures. Our numbers are heavy in the early years of adolescence when close supervision is needed, whereas many old enough to be self-supporting return to their own homes. As always, we have tried to keep siblings together in placement as far as possible, and when not in the same home, in homes near enough to permit frequent contacts; but the general pressures of the foster home shortage have made such planning more difficult than ever. The girls in college outnumber the boys, and this year two girls won four year scholarships. The older girls, like the boys, benefited by the general employment situation - with a declining number accepting housework while the general conditions in

the domestic market swamped us with calls for girls way beyond any hope of filling them.

For the year just ended slightly less than 78% of the total number of children in care were supported in whole or part at state expense, as against 80% for the preceding year; and of the 5942 children represented in this figure, 156 cost the state their clothing only.

For the support of children, reimbursement to the amount of $205,894.13 was collected from places of settlement. Fifty-eight thousand, two hundred ninety dollars and fifty-one cents ($58,290.51) was collected from relatives. The latter figure showed an increase of 27% over that for 1941, which was 37% higher than that for 1940.

The percentage of the total number of children cared for that were discharged during the year was only slightly more than in the previous year. While these discharges included all cases of passing from care (including becoming of age, marrying, entering the Armed Forces, deaths, commitments to various state institutions), the proportion of discharges by way of return to relatives has been focused on. Visitors have always investigated requests for the return of neglected children, while the investigators who handle intake of dependent children have done those for the children they had originally accepted.

With the terrific pressure on visitors to find and keep enough foster homes for the children in care and with their too heavy caseloads, it was feared that they could not get around as rapidly as they would like to anything except placement work - itself now almost more than could be managed. Consequently two workers were assigned exclusively to investigation of requests for discharge of neglected children. It is too early to consider results of this plan, since children are given some supervision for the first year of their replacement in their own homes before being finally discharged; but at the end of the year one of the newly assigned workers had 149 children so replaced. The figures for the investigation of requests to discharge dependent children ar

Cases pending December 1, 1941	77
Cases added December 1, 1941 to November 30,1942	50
Total	127

Disposition as follows:

Discharged after investigation	13
Closed	52
Pending December 1, 1942	62
Total	127

ADOPTION of CHILDREN in custody of the DIVISION

During the year December 1, 1941 to November 30, 1942 we received

New applications	75	
Applications from boarding foster parents to adopt	61	
and had carried over		
Pending applications	48	184
Of these there were		
Withdrawn	9	
Disapproved without investigation or not completed	5	
Investigated	110	
Pending December 1, 1942	60	184
Of 110 homes investigated, there were		
Approved for adoption	80	
Approved but withdrawn	12	
Disapproved	18	110

In spite of the war, the Division has had more applications than it can fill, particularly from people of Protestant faith. The list of Catholic applicants is much shorter. The people of Jewish faith could be given no assistance because of the lack of Jewish children in the care of the Department. The demand for infants still represents the majority and unfortunately there is still an inadequate number of infants eligible and available for adoption. The additional worker appointed a year ago has made it possible to consider and test more children than previously, and to persuade some of the applicants to interest themselves in children two years of age and over.

Because of war conditions, several older children in custody eligible

for war service or defense work have expressed their desire to be adopted by foster parents in whose families they have become assimilated. In this way their names and birth records could be changed previous to registration. The most striking instance was that of three brothers, twins of twenty years and their nineteen year old brother who had lived in the same foster home for many years.

During the current year, fourteen children were placed for adoption in homes investigated for that purpose, and fifty-two children were changed from a boarding to a free basis in the same homes with view to adoption. Sixty-six children were legally adopted - forty girls and twenty-six boys. Of these sixty-six, five were adopted by relatives. Twenty-three were over twelve years of age, fifteen of them being girls and eight boys - five of whom were in the draft age.

There are now sixty-six children in homes on trial for adoption.

Courts through which Adoptions were made.

Barnstable	1
Bristol	5
Essex	11
Franklin	3
Hampden	1
Hampshire	1
Middlesex	17
Norfolk	8
Plymouth	4
Suffolk	8
Worcester	7
	66

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OTHER FUNCTIONS of the DIVISION

Interstate cases investigated under reciprocal arrangements with other states were handled as usual by our investigating unit.

Cases pending December 1, 1941	52	
Cases received December 1, 1941 to November 30, 1942	149	201

Disposition as follows:

Cases closed	139	
Cases pending December 1, 1942	62	201

Investigation of Adoption Petitions for the Courts

The effect of the declaration of war by the United States was definitely felt in the Adoption Unit. The number of petitions for adoption received from the fourteen Probate Courts of this Commonwealth rose from 1080 in the preceding year to 1560 in the year just ended, meaning an increase of a little more than 44%.

As compared with seven years ago the work of the past year shows more than 100% increase. During this rise in work the Adoption Unit had no additional personnel until the last two months of the past year when one social worker was added to the staff. While the additional worker helps very much the Unit is still without a staff adequate to handle the work thrust upon it. This can be illustrated by the fact that on the last day of the fiscal year the Unit had uninvestigated petitions for adoption on hand to the number of 357. When this number is divided among the five field workers, it leaves each worker with more than seventy investigations. As far as clerical and stenographic work is concerned, there is the same serious predicament. Since the formation of the Unit ten years ago there has been only a slight increase in the amount of clerical help made available.

It is interesting to trace the causes for the great increase in adoptions during the past year. After the disaster at Pearl Harbor men joining the Armed Forces or looking forward to joining them began to think about the future welfare of children who were living in their homes with no legal status. Soon we found a rush for the adoption of such children so as to offer them a place in the home comparable to that of children who live with their natural parents. As men entered the Armed Services they began to make arrangements for allotments and life insurance for their own children. A similar desire was felt to provide for children who were living in homes of persons not their own parents. The large increase in marriages of men in the Armed Services furnished another stimulus as many of these marriages were with

women who had children by previous marriages or children born out of wedlock. There were also some who, to obtain exemptions under the income tax laws, adopted children who had long lived in their families and who without doubt would remain in these families always.

The petitions for adoption by men in the United States services for the most part involved requests to rush the investigations as fast as possible. Such requests for men in the service were hard to deny, so work on other adoptions had to take second place.

Statistics for the year are as follows:

Cases pending December 1, 1941		216	
New petitions referred by Courts December 1, 1941 to November 30, 1942		1560	1776
Cases closed December 1,1941 to November 30,1942		1419	
Investigated and reported to Courts	1411		
Not investigated (withdrawn or otherwise eliminated)	8		
Cases pending November 30, 1942		357	
Total			1776

Reports to Courts on completed investigations covered adoption petitions for			
Legitimate children			
By relatives	444		
By persons other than relatives	106	550	
Illegitimate children			
By maternal relatives	454*		
By alleged relatives	41		
By persons other than relatives	364	859	
Foundlings		2	
Total			1411

Of these petitions investigated three (3) were withdrawn and 65 were definitely disapproved in reports to Court; 16 were approved with reservations and a further trial period was advised in five (5) cases.

* Of these 323 were petitions of mother and her husband.

Seven hundred eighty-three (783) notices were received from the Courts during the year showing disposition of cases

Approved by Department and granted by Courts	754
Approved with reservation by Department and granted by Courts	1
Disapproved by Department and dismissed by Courts	5
Disapproved by Department and granted by Courts	32

Social Services for Crippled Children

Physically handicapped children on register September 1, 1941*		11,465
Children reported September 1, 1941 to August 31, 1942		
New cases	1852	
Old Cases(follow-up investigations)	3461	5,313
		16,778
Removed from register	364	
Duplicate intake	3461	3,825
Physically handicapped children on register August 31, 1942		12,953

Most of the information on children reported came from the cities and towns reporting in compliance with General Laws, chapter 71, section 46A. Many children, however, were referred for consultation service by other public or private agencies or by individuals interested in handicapped children.

With rheumatic fever continuing the chief cause, other major causes of handicaps followed closely their order of frequency of other years, namely: Infantile paralysis, deafness, cerebral palsy, congenital deformities, defective vision, respiratory disorders, epilepsy, fractures, and osteomyelitis. Less frequent but equally important disabilities reported were scoliosis, bone and joint tuberculosis, arthritis, and paralysis such as progressive muscular dystrophy, myatonia congenita, Friedreich's Ataxia, and paralysis resulting from spinal cord injuries.

Those who present no special medical or social problem, or who

* The calendar year for this report coincides with that of the school year.

are under the active supervision of an appropriate agency, are reviewed only as often as necessary to keep the information on our register reasonably current. However where the original investigation indicates a need, some children are seen at least once a year. Handicapped children are continued on the register until their disability is corrected, they pass their twenty-first birthday, die, or move out of the state.

During the past year 4949 children's cases have been worked on, i.e., the 5313 above minus the 364 removed from the register. Many children were found to be in need of services such as: assistance in obtaining hospitalization or appropriate institutional care; assistance in adjustment back into school; help in obtaining suitable special training; or referral to local private or public agencies for family welfare services. This called for a constant interchange of services with the Department of Public Health and the Department of Education, and also with the many public and private organizations in the Commonwealth interested in handicapped children. The splendid cooperation given by these various agencies during the year greatly facilitated the work of this subdivision.

Of these 4949 children, there were under active medical care 4360 as follows:

privately	1614	
in clinics	2412	
in hospitals, convalescent homes or other institutions	334	
and not under active medical care		589
26 having completed treatment and the rest being seen infrequently by doctors or in clinics or having refused further medical care		
Total		4949

Analyzing the same group with reference to their schooling, we found:

physically unable to attend regular schools	2546

Of these there were:

	in special schools or classes	504
	approved for home instruction	1566
and	not recommended for home instruction	476

because they were too ill, mentally unable to profit by further instruction, beyond school age and not interested in further education, or referred for institutional care or some more appropriate plan of education and medical care.

The remaining group, totalling 2403

included

those who had finished high school or left school at 16	265
those of preschool age	74
those able to attend regular public school classes (289 of them receiving supplementary instruction in lip-reading or speech training)	2064
Total	4949

Child Welfare Services

During the past year Child Welfare Services has devoted its efforts largely to the task of solving the problem of the care of children whose mothers are employed in war industries. With but three Consultants in the field, it has not been possible to offer actual "day care" service to any of our defense areas. Much time and thought has been given, however, to assisting communities from which defense workers are drawn, to study their needs, their available resources, and the possibility of extending these or of developing new resources where necessary.

Our customary work--that of helping municipalities to understand the difficulties of their less fortunate children has, to a certain extent, perforce taken second place to day care with

the war impact. Southbridge, Sturbridge and Charlton have continued to employ the services of a local Child Welfare Worker, and Webster voted to meet part of the expense of such a worker. After a year of this experience, the townspeople seem most enthusiastic about the case work service rendered their children and assure us that they will continue to support the project. Some assistance is also given to three or four surrounding towns, and we hope that they, too, will eventually bear a share of the financial burden. Other towns, particularly those in which the presence of army camps or large defense industries has made life exceptionally complicated for children, have expressed definite interest in the Child Welfare Services program. There is reason to believe that in the near future Child Welfare Workers will be employed by the Boards of Public Welfare in some of these towns.

In September of the past year, with the assistance of the Department of Mental Health, the Barnstable Child Guidance Clinic was opened in Hyannis. The town officials, teachers, and social workers have long felt the need of such a center to serve Cape Cod, and Child Welfare Services is particularly happy to have been in a position to help with its establishment.

Because the Division of Child Guardianship, as a whole, has continued to be heavily burdened, an effort has been made to relieve the visitors in various ways. An extra worker was added to the subdivision of adoptions and another to the section given over to the study of cases of neglect. A Reception Supervisor was appointed to bear the responsibility of studying the needs of all children during the period of temporary placement, in the hope that more satisfactory permanent plans may be made for them. All three undertakings are being financed

from Child Welfare Services funds, and while this arrangement can only be temporary it means substantial help in a critical situation caused by insufficient personnel.

Licensing of Infant Boarding Homes

The 1941 Legislature amended the statutes relative to the licensing of infant boarding homes to the effect that any child under fourteen years of age living apart from a blood relative or guardian must be reported to the Department of Public Welfare; and any foster home boarding two or more such children must have a license, for which the fee is five dollars ($5.00). As in the past, homes used exclusively by the Department of Public Welfare, the Boards of Public Welfare, the Institutions Department of Boston, or the charitable corporations organized under the laws of the Commonwealth report only those infants under two years of age. Inthese cases, no fee is charged for the license.

This report on the first year's work covers less than a twelve months' period as the new unit was established six weeks after the beginning of the fiscal year, and the field work began two weeks later. The results of the first year of operation of the Subdivision of Licensing of Infant Boarding Homes have proved the need for this legislation. Many deplorable conditions have been disclosed. Of the homes that have been considered for licenses, approximately 20% have not measured up to the minimum standards established by the Department. Many cases of greed, lack of understanding of children, and poor social background of the foster parents have been discovered.

The tendency toward herding too many children into crowded quarters has been found prevalent. Using these children as a source of income has made many forget their obligations towards their charges. It became necessary to discourage the use of living rooms, dining rooms, halls, and even breakfast nooks as bedrooms. One home, consisting of only six rooms, proved to be housing six adults and seven boarded children.

There have been some unsatisfactory foster homes which, having previously been used unsuccessfully by private or public agencies, have continued to operate by boarding children who were placed in them privately. In one of these homes, the foster mother disciplined a child for enuresis by placing him to sleep in a tub partially filled with water. Another applicant's home had been discontinued as a foster home because of the brutal beating administered to a child in order to correct his delinquencies.

Perhaps most appalling is the large number of applicants who must be refused licenses because their poor social background renders them totally unfit for the important responsibility of caring for children. Strangely enough, many who have failed with their own children feel peculiarly confident in assuming the guidance of other people's children. Families with long criminal records have not hesitated to apply for licenses. In one case, two children were found boarding in a home which also boarded four adult male patients on parole from a nearby mental hospital. It was the foster mother's custom to leave the children alone, hours at a time, in the care of these men. Perhaps even more tragic was a case referred to us by local authorities. An attractive ten-year-old girl had been placed at board in a family notorious for its own problems of

immorality. The foster grandfather in the household had served a State's Prison sentence for incest. The foster father had served three months in the House of Correction for indecent assault upon his own daughter. The foster mother is known to be immoral. A grown-up daughter was a community problem, and the fourteen-year-old son has been committed to one of the state schools for delinquents as a lewd and lascivious person. Despite this family history these people had not hesitated to apply for a license to board children.

In addition to problems such as those just described, there have also been various problems connected with actual administration of the law. When this new unit was organized, no accurate estimate of the volume of work to be done could be reached. Findings were based on the statistics of the five field nurses who, in addition to visiting wards of the Division of Child Guardianship, had also licensed boarding homes in which children under two years of age had been reported. It was decided that five field workers, two stenographers, two clerks and a supervisor would comprise a staff sufficient to carry on this work. Unfortunately, this was not the case. Because of the advisability of advancing slowly and making each investigation as thorough as possible, and because of the large number of homes reported, the five field workers were able to visit less than half the homes listed. It was deemed most important to investigate complaints and applications for licenses. Unquestionably there remain many homes in which children are boarded that we have been unable to reach.

The statistics for the year follow. (It must be remembered that the period covered was actually ten months--see above--and that for six months one field worker's position was vacant.)

Number of homes listed			3014
*Number of children listed			4133
Placed by agencies		1477	
Placed privately		2656	
		4133	
Number of homes visited			1392
**Total number of visits made			2486
Number of licenses applied for			657
Number of licenses granted		507	
Paid licenses	251		
Agency licenses	256		
	507		
Number of licenses refused		45	
Number of applications withdrawn		51	
Number of applications pending		54	657

*Twelve (12) children died during the year.

**This includes visits of investigation to Boards of Public Welfare, Boards of Health, pastors, doctors, agencies and other sources.

TUITION of CHILDREN under the CARE and CONTROL of the DEPARTMENT

Under the operation of General Laws, chapter 76½ sections 7 to 10 inclusive, as appearing in the Tercentenary Edition, governing reimbursements by the Commonwealth for tuition and transportation of state wards in public schools, bills received from 264 cities and towns for the tuition and transportation of 5,140 children amounting to $337,021.78 - viz., tuition $305,303.88, transportation $31,717.90 - were audited by the department and paid b y the Treasurer of the Commonwealth during the year ending November 30, 1942. The location of the children was as follows:

Abington, 12
Acton, 29
Acushnet, 10
Adams 4
Agawam, 7
Amesbury, 5
Amherst, 34
Andover, 4
Arlington, 35
Ashby, 4
Ashfield, 16
Ashland, 11
Athol, 10
Attleboro, 18
Auburn, 2
Avon, 1
Barnstable, 7
Becket, 16
Bedford, 7
Belchertown, 43
Bellingham, 30
Belmont, 15
Berkley, 15
Berlin, 14
Bernardston, 7
Beverly, 4
Billerica, 41
Bolton, 15
Boston, 384
Braintree, 16
Bridgewater, 23
Brimfield, 16
Brockton, 69
Brookfield, 2
Brookline, 3
Buckland, 24
Burlington, 15
Cambridge, 58
Canton, 24
Carlisle, 1
Carver, 9
Charlemont, 2
Charlton, 7
Chelmsford, 33
Chelsea, 8
Cheshire, 25
Chester, 20
Chicopee, 12
Clarksburg, 6
Clinton, 39
Colrain, 8
Concord, 5
Conway, 26
Dalton, 3
Danvers, 14
Dartmouth, 9
Dedham, 27
Deerfield, 7
Dennis, 8
Dighton, 1
Dover, 1
Dracut, 27
Dudley, 2
Duxbury, 2
East Bridgewater, 14
East Brookfield, 10
East Longmeadow, 3
Easthampton, 4
Easton, 40
Erving, 14
Everett, 37
Fairhaven, 14
Fall River, 11
Falmouth, 1
Fitchburg, 7
Foxborough, 33
Framingham, 70
Franklin, 45
Freetown, 13
Gardner, 2
Georgetown, 10
Gill, 4
Gloucester, 3
Grafton, 26
Granby, 28
Granville, 2
Greenfield, 25
Groton, 9
Groveland, 7
Hadley, 19
Halifax, 4
Hampden, 18
Hanover, 4
Hanson, 19
Hardwick, 16
Harvard, 10
Harwich, 1
Hatfield, 1
Haverhill, 44
Hawley, 9
Heath, 10
Hingham, 14
Hinsdale, 11
Holbrook, 9
Holden, 3
Holliston, 27
Holyoke, 34
Hopedale, 10
Hopkinton, 22
Hudson, 59
Huntington, 9
Ipswich, 1
Kingston, 7
Lakeville, 5
Lancaster, 8
Lanesborough, 3
Lawrence, 5
Leicester, 13
Leominster, 30
Lexington, 41
Leyden, 3
Lincoln, 1
Littleton, 2
Lowell, 160
Ludlow, 12
Lunenburg, 4
Lynn, 36
Lynnfield, 2
Malden, 45
Manchester, 2
Mansfield, 17
Marblehead, 4
Marion, 13
Marlborough, 96
Marshfield, 9
Mattapoisett, 12
Maynard, 2
Medfield, 10
Medford, 70
Medway, 58
Melrose, 26
Mendon, 7
Merrimac, 8
Methuen, 14
Middleborough, 11
Middleton, 2
Milford, 35
Millbury, 23
Millis, 10
Milton, 19
Monson, 22
Montague, 18
Natick, 52
Needham, 3
New Bedford, 50
New Braintree, 4
New Salem, 5
Newburyport, 7
Newton, 75
North Attleborough, 3
North Brookfield, 6
Northampton, 17
Northborough, 14
Northbridge, 14
Northfield, 3
Norton, 4
Norwell, 11
Norwood, 35
Oakham, 2
Orange, 10
Oxford, 38
Palmer, 64
Peabody, 7
Pelham, 8
Pembroke, 19
Pepperell, 4
Petersham, 7
Pittsfield, 12
Plainfield, 12
Plainville, 4
Plymouth, 13
Plympton, 1
Provincetown, 1
Quincy, 65

Randolph, 47
Raynham, 19
Reading, 8
Rehoboth, 5
Revere, 28
Rochester, 12
Rockland, 12
Royalston, 4
Russell, 3
Rutland, 12
Salem, 7
Salisbury, 2
Sandisfield, 2
Sandwich, 4
Saugus, 30
Savoy, 8
Scituate, 5
Sharon, 20
Sheffield, 3
Shelburne, 8
Shrewsbury, 30
Somerset, 14
Somerville, 82
So. Hadley, 8
Southampton, 4
Southborough, 33
Southbridge, 15
Southwick, 12
Spencer, 11
Springfield, 38
Sterling, 16
Stoneham, 19
Stoughton, 53
Stow, 9
Sturbridge, 25
Swampscott, 3
Swansea, 18
Taunton, 41
Templeton, 13
Tewksbury, 11
Townsend, 8
Tyngsborough, 12
Upton, 7
Wakefield, 47
Wales, 6
Walpole, 17
Waltham, 27
Ware, 68
Wareham, 41
Warren, 15
Watertown, 17
Wayland, 9
Webster, 1
Wellesley, 23
Wendell, 6
West Boylston, 8
West Bridgewater, 11
West Brookfield, 18
West Newbury, 7
West Springfield, 12
Westborough, 18
Westfield, 24
Westford, 36
Westminster, 15
Weston, 2
Westport, 10
Westwood, 5
Weymouth, 44
Whitman, 10
Wilbraham, 5
Williamsburg, 14
Williamstown, 9
Wilmington, 44
Winchendon, 13
Winchester 28
Winthrop, 2
Woburn, 178
Worcester, 44
Wrentham, 9
Yarmouth, 3

STATE BOARD OF HOUSING

SIDNEY T. STRICKLAND, CHAIRMAN

(See Annual Report of the State Board of Housing)

DIVISION OF JUVENILE TRAINING

Charles M. Davenport, Director
Walter C. Bell, Executive Secretary

(41 Mt. Vernon Street, Boston)

See Annual Report of the Trustees of the Massachusetts Training Schools

INSTITUTIONS UNDER THE DEPARTMENT

The following brief statements relate to the general supervision of each of the five institutions under the department. These reports are followed by comparative and more detailed consideration of the financial administration of the institutions. Further details about the work of the various institutions may be found in the institution reports which are published separately.

THE TEWKSBURY STATE HOSPITAL AND INFIRMARY, TEWKSBURY

C. Winthrop Houghton, M.D., Superintendent
Appointed March 5, 1942 to succeed
Lawrence K. Kelley, LL.B., M.D.

Provides infirmary care for needy persons not chargeable for support to any city or town. Insane persons and those with contagious diseases are not admitted.

See Annual Report of the Trustees of the Tewksbury State Hospital and Infirmary

INFIRMARY DEPARTMENT AT THE STATE FARM, BRIDGEWATER

(Under the Department of Correction)

James A. Warren, Superintendent

Provides infirmary care for indigent persons (male) not chargeable to any city or town.

See Annual Report of the State Farm

MASSACHUSETTS HOSPITAL SCHOOL, CANTON

John E. Fish, M.D., Superintendent

Provides care and schooling for the crippled and deformed children of the Commonwealth; a school with hospital facilities.

See Annual Report of the Trustees of the Massachusetts Hospital School

LYMAN SCHOOL FOR BOYS, WESTBOROUGH

Charles A. DuBois, Superintendent

Provides custodial care and industrial training for delinquent boys under fifteen years of age; cottage plan.

See Annual Report of the Trustees of the Massachusetts Training Schools

INDUSTRIAL SCHOOL FOR BOYS, SHIRLEY

Robert T. Grey, Superintendent
Appointed Feb. 1,1942,Succeeding
George P. Campbell

Provides custodial care and industrial training for boys over fifteen and under twenty-one years of age; only boys under eighteen may be admitted.

See Annual Report of the Trustees of the Massachusetts Training Schools

INDUSTRIAL SCHOOL FOR GIRLS, LANCASTER

Miss V. Marion Rollins, Superintendent

Provides custodial care and industrial training for delinquent girls under seventeen years of age at time of commitment.

See Annual Report of the Trustees of the Massachusetts Training Schools

SUPERVISION OF INSTITUTIONS

In the matter of financial supervision, the department examines and analyzes institution expenditures, keeping constantly in mind the function of the institution and the relation of its business to the care, education, and welfare of the inmates. The following tables are designed to show in detail the financial condition of each institution.

TABLE IV. Expenditures and Net Weekly Per Capita Cost of the Five Institutions for the Fiscal Year ending November 30, 1942.

INSTITUTIONS	Expenditures	WEEKLY PER CAPITA 1942	WEEKLY PER CAPITA Average for the Three Years 1939, 1940 and 1941	Total Receipts from Refunds or Sales	Net Cost to the Institution	NET WEEKLY PER CAPITA 1942	NET WEEKLY PER CAPITA Average for the Three Years 1939, 1940 and 1941
Industrial School for Boys.	$205,697.05	$15.05	$14.20	$562.05	$203,145.00	$14.98	$13.84
Industrial School for Girls	189,922.98	11.90	11.70	464.30	189,458.68	11.86	11.62
Lyman School for Boys	304,657.58	16.96	17.05	1,743.88	302,913.70	16.86	16.96
Massachusetts Hospital School	249,224.91	21.07	17.48	759.68	248,465.23	20.99	17.45
Tewksbury State Hospital and Infirmary.	1,272,933.28	10.24	9.27	9,189.13	1,263,744.15	10.86	9.25
Totals.	$2,200,435.78	-	-	$12,709.02	$2,187,726.76	-	-

TABLE V. - Payroll of the Five Institutions, showing total number employed for the Fiscal Year ending November 30, 1942.

INSTITUTIONS	AVERAGE NUMBER EMPLOYED 1942	AVERAGE NUMBER EMPLOYED 1941	AVERAGE NUMBER EMPLOYED For the Three Years 1939, 1940 and 1941	AVERAGE MONTHLY COMPENSATION 1942	AVERAGE MONTHLY COMPENSATION 1941	AVERAGE MONTHLY COMPENSATION For the Three Years 1939, 1940 and 1941	WEEKLY PER CAPITA COST 1942	WEEKLY PER CAPITA COST 1941	WEEKLY PER CAPITA COST For the Three Years 1939, 1940 and 1941	NUMBER OF INMATES TO ONE EMPLOYEE 1942	NUMBER OF INMATES TO ONE EMPLOYEE 1941	NUMBER OF INMATES TO ONE EMPLOYEE For the Three Years 1939, 1940 and 1941
Industrial School for Boys.	93.00	95.00	$102.60	$99.54	$92.12	$87.82	$8.19	$8.87	$8.15	2.8	2.5	2.4
Industrial School for Girls	84.25	81.59	84.37	87.79	78.26	78.97	6.21	6.26	6.53	3.2	2.8	2.7
Lyman School for Boys	154.27	142.64	146.45	105.08	94.06	92.85	9.42	9.62	9.36	2.5	2.2	2.2
Massachusetts Hospital School	150.54	158.31	142.30	99.19	80.03	86.52	13.13	11.62	11.58	1.7	1.7	1.7
Tewksbury State Hospital and Infirmary.	622.85	661.70	676.74	89.55	80.97	80.79	5.75	5.04	4.72	3.5	3.6	4.0
Totals	1,064.89	1,119.04	1,151.44	$481.15	$424.44	$428.95	-	-	-	-	-	-

TABLE III. PART II. - Expenditures of the Five Institutions for the Fiscal Year ending November 30, 1942 - Continued

FOR SPECIAL PURPOSES

INSTITUTIONS	Land	Buildings	Furnishing and Equipping	Miscellaneous	Total
Industrial School for Boys.	-	-	-	$1,460.78	$1,460.78
Industrial School for Girls	-	-	-	-	-
Lyman School for Boys	-	-	$10,139.95	5,838.16	15,978.11
Massachusetts Hospital School	-	$1,800.00	-	-	1,800.00
Tewksbury State Hospital and Infirmary.	-	-	632.58	25,000.00	25,632.58
Totals	-	$1,800.00	$10,772.53	$32,298.94	$44,861.47

TABLE III. PART III. - Summary of Expenditures for the Fiscal Year ending November 30, 1942 - Concluded

INSTITUTIONS	Maintenance	Special Purposes	Trust Funds	Total
Industrial School for Boys.	$203,687.03	$1,460.78	-	$205,147.81
Industrial School for Girls.	169,922.98	-	$85.81	170,008.79
Lyman School for Boys	304,657.68	15,978.11	285.35	320,921.04
Massachusetts Hospital School	249,224.91	1,800.00	-	251,024.91
Tewksbury State Hospital and Infirmary. .	1,272,933.28	25,632.58	-	1,298,565.86
Totals.	$2,200,435.78	$44,861.47	$371.16	$2,245,668.41

TABLE II. - Receipts of the Five Institutions during the Fiscal Year ending November 30, 1942.

INSTITUTIONS	FROM THE INSTITUTIONS						FROM THE TREASURY				
	Board and Care of Patients	Personal Services	Sales	Rents	Other Receipts	Total	On Account of Maintenance	For Special Purposes	For Trust Funds	Total	Total Receip
Industrial School for Boys.	-	-	$552.05	-	$70.94	$622.97	$205,697.03	$1,450.78	-	$205,147.81	$206,77
Industrial School for Girls	-	-	456.05	-	52.92	508.95	169,922.96	-	$85.81	170,008.79	170,51
Lyman School for Boys	-	-	1,738.49	-	31.66	1,770.15	304,657.58	15,978.11	285.35	320,921.04	322,6
Massachusetts Hospital School	$62,320.45	-	613.66	$146.00	239.19	63,319.32	249,224.91	1,800.00	-	251,024.91	314,5
Tewksbury State Hospital and Infirmary.	161,932.20	-	6,104.34	1,961.45	1,173.62	171,191.61	1,272,933.28	25,632.58	-	1,298,565.86	1,469,7
Totals	$224,452.65	-	$9,464.57	$2,127.45	$1,568.33	$237,613.00	$2,200,435.78	$44,861.47	$371.16	$2,245,668.41	$2,483,2

TABLE III. - Part I. - Expenditures of the Five Institutions for the Fiscal Year ending November 30, 1942.

MAINTENANCE

INSTITUTIONS	Personal Services	Religious Instruction	Travel, Transportation & Office Expenses	Food	Clothing and Materials	Furnishings and Household Supplies	Medical and General Care	Heat and Other Plant Operation	Farm	Garage and Grounds	Repairs, Ordinary	Repair and Renew
Industrial School for Boys.	$111,088.86	$2,000.00	$2,145.53	$16,989.28	$8,558.56	$5,277.65	$3,653.31	$25,319.16	$14,506.90	$1,603.06	$4,569.54	$8,045.
Industrial School for Girls	88,731.62	1,687.58	1,435.42	18,131.56	5,854.91	7,075.74	3,002.40	23,910.46	10,844.27	1,074.56	3,176.66	2,000.
Lyman School for Boys	169,319.34	2,065.96	2,765.69	35,180.61	10,961.00	6,224.26	6,256.13	43,339.79	19,282.64	2,361.52	6,187.67	743.
Massachusetts Hospital School	155,361.28	1,190.00	2,084.64	22,662.21	4,374.06	4,611.24	6,824.18	33,487.06	10,880.45	1,318.90	2,941.05	3,469.
Tewksbury State Hospital and Infirmary.	669,298.51	3,470.64	7,157.17	286,449.88	42,142.05	45,685.56	52,735.52	94,739.16	38,201.64	3,287.09	15,908.33	13,857.
Totals	$1,193,819.61	$10,414.00	$15,588.65	$379,353.51	$74,890.57	$68,872.45	$72,451.54	$220,795.65	$93,715.80	$9,645.13	$32,773.25	$28,115.

TABLE I. PART I. - Capacities and Population of the Five Institutions for the Fiscal Year ending November 30, 1942

INSTITUTIONS	Normal Capacity	Present Any One Time: Largest Number	Present Any One Time: Smallest Number	Daily Average Number Present During the Year: 1942	1941	1940
Industrial School for Boys.	334	285	219	260	227	265
Industrial School for Girls	274	301	230	274	234	228
Lyman School for Boys	385	382	268	344	321	340
Massachusetts Hospital School	256	261	150	227	246	252
Tewksbury State Hospital and Infirmary.	3,465	2,490	2,005	2,231	2,446	2,736
Totals	4,714	3,717	2,892	3,336	3,474	3,821

TABLE I. PART II. - Inventory of the Five Institutions

REAL AND PERSONAL ESTATE

INSTITUTIONS	Land: Acres	Land: Value	Buildings	Personal Property	Total Value
Industrial School for Boys.	592.29	$32,623.50	$655,668.84	$159,699.40	$847,991.74
Industrial School for Girls	368.80	20,775.00	479,423.27	125,254.51	625,452.78
Lyman School for Boys	579.13	57,525.57	901,092.30	190,448.38	1,149,066.25
Massachusetts Hospital School	165.72	43,176.25	754,178.88	144,790.85	942,145.98
Tewksbury State Hospital and Infirmary.	916.00	84,579.94	3,403,143.01	593,414.80	4,081,137.75
Totals	2,921.94	$238,680.26	$6,193,506.30	$1,213,607.94	$7,645,794.50

THE COUNTY TRAINING SCHOOLS

Under the provisions of General Laws, Chapter 77, Section 2, the four county training schools for truants and habitual school offenders are subject to the visitation of this Department, which is required to report thereon in its annual report.

The names of the schools and the superintendents are as follows:

Essex County Training School, Lawrence, James R. Tetler
Hampden County Training School, Springfield (Feeding Hills)
Thomas F. Sullivan
Middlesex County Training School, North Chelmsford,
J. Earl Wotten
Worcester County Training School, Oakdale (West Boylston)

ESSEX COUNTY TRAINING SCHOOL

Lawrence, Mass.

Jan. 1, 1941	Boys attending school	No. 44
Jan. 1, 1942	Boys attending school	No. 49
	Discharged during 1941	No. 25
	Admitted during 1941	No. 20
	Full capacity	No. 71
	Budget appropriation for 1941	$47,000.00
	Net expenditures for 1941	50,583.00
	Budget appropriation for 1942	53,000.00

HAMPDEN COUNTY TRAINING SCHOOL

Feeding Hills, Mass.

Agawam, Mass.

Jan. 1, 1941	Boys attending school	No. 29
Jan. 1, 1942	Boys attending school	No. 31
	Discharged during 1941	No. 17
	Paroled	No. 19
	Admissions during 1941	No. 34
	Full capacity	No. 60
	Budget appropriation for 1941	$28,000.00
	Net expenditures for 1941	32,601.00
	Budget appropriation for 1942	31,000.00

MIDDLESEX COUNTY TRAINING SCHOOL

No. Chelmsford, Mass.

Jan. 1, 1941	Boys attending school	No. 119
Jan. 1, 1942	Boys attending school	No. 109
	Discharged during 1941	No. 120
	Admitted during 1941	No. 110
	Total capacity	No. 135
	Budget appropriation for 1941	$77,000.00
	Net expenditures for 1941	82,579.00
	Budget appropriation for 1942	84,000.00

WORCESTER COUNTY TRAINING SCHOOL

Oakdale, Mass.

Jan. 1, 1941	Boys attending school	No. 54
Jan, 1, 1942	Boys attending school	No. 51
	Discharged during 1941	No. 46
	Admitted during 1941	No. 48
	Full capacity	No. 60
	Budget appropriation for 1941	$32,230.00
	Net expenditures for 1941	34,549.00
	Budget appropriation for 1942	36,423.00

DEPENDENT MINOR CHILDREN WITH SETTLEMENT PROVIDED FOR OUTSIDE INFIRMARIES

As required by chapter 121, section 6 of the General Laws, 143 cities and towns reported 2271 children (1256 boys and 1015 girls) supported outside of infirmaries on January 1, 1942 and July 1, 1942. These children were boarded in foster homes at rates varying from $2.00 to $10.00 a week, with the exception of 11% of the number reported who were placed in hospitals and institutions. The amounts most frequently reported, however, were $3.50 and $5.00 a week.

The cities and towns reporting and the number of children reported follow:

Acushnet, 2
Adams, 9
Agawam, 2
Amherst, 2
Andover, 6
Arlington, 5
Athol, 2
Attleboro, 3
Barnstable, 13
Barre, 1
Bellingham, 5
Belmont, 2
Beverly, 9
Billerica, 3
Boston, 1342
Bourne, 1
Braintree, 6
Bridgewater, 1
Brockton, 21
Brookline, 15
Cambridge, 16
Carver, 6
Charlton, 5
Chatham, 1
Chelmsford, 1
Chelsea, 5
Cheshire, 4
Chesterfield, 1
Chicopee, 4
Clarksburg, 1
Conway, 3
Dalton, 1
Danvers, 6
Dartmouth, 1
Dedham, 8
Dracut, 6
Easthampton, 1
East Longmeadow, 1
Edgartown, 1
Erving, 4
Everett, 8
Fairhaven, 5
Falmouth, 10
Fitchburg, 5
Foxborough, 1
Framingham, 6
Gardner, 14
Gloucester, 5
Grafton, 1
Granville, 2
Great Barrington, 2
Greenfield, 2
Hadley, 2
Hanson, 1
Hatfield, 2
Holden, 1
Holliston, 1
Holyoke, 9
Hull, 2
Ipswich, 1
Lancaster, 1
Lawrence, 4
Leominster, 12
Lexington, 1
Lowell, 26
Ludlow, 3
Lunenburg, 1
Lynn, 28
Malden, 14
Marblehead, 1
Marion, 7
Medford, 10
Methuen, 1
Middleborough, 5
Middleton, 3
Milford, 3
Milton, 3
Monson, 5
Montague, 1
Nantucket, 3
New Bedford, 46
Newbury, 1
Newburyport, 1
Newton, 17
Norfolk, 1
North Attleboro, 1
Northborough, 2
Northfield, 5
North Reading, 1
Norwood, 4
Otis, 1
Palmer, 4
Paxton, 1
Peabody, 4
Pelham, 2
Pembroke, 1
Phillipston, 5
Pittsfield, 2
Plainville, 2
Plymouth, 4
Quincy, 3
Randolph, 2
Raynham, 1
Reading, 4
Rochester, 2
Rockland, 3
Salem, 35
Seekonk, 2
Somerville, 22
South Hadley, 1
Southbridge, 2
Springfield, 20
Stoneham, 7
Sutton, 2
Taunton, 16
Tewksbury, 2
Tisbury, 2
Townsend, 1
Uxbridge, 8
Walpole, 1
Waltham, 3
Wareham, 5
Warren, 3
Watertown, 3
Webster, 6
Wellesley, 3
Westborough, 1
Westfield, 4
Westminster, 3
Westport, 5
W.Springfield,
Weymouth, 9
Whately, 4
Whitman, 3
Wilbraham, 2
Williamstown, 1
Winchendon, 15
Winchester, 6
Winthrop, 1
Woburn, 4
Worcester, 202
Yarmouth, 1

2271

THE PENALTY INCURRED BY CERTAIN CITIES AND TOWNS

FOR FAILURE TO MAKE

THEIR RETURNS OF POOR RELIEF DURING THE MONTH

OF APRIL, 1942

Under sections 32-35 of chapter 117 of the General Laws, the department reported to the Treasurer of the Commonwealth the names of the cities and towns which failed to make their r turns of poor relief during the month of April, 1942, together with the amount of penalty incurred in each instance as follows: Bellingham, $7.00; Berkley, $4.00; Hatfield, $9.00; Ipswich, $4.00; Natick, $6.00; Northboro, $149.00; Norton, $16.00; Richmond, $2.00; Sheffield, $4.00; Sudbury, $12.00.

PRIVATE CHARITABLE CORPORATIONS

Arthur G. Rotch, Commissioner

Supervisors

Miss Florence G. Dickson — Miss Alice M. McIntire

Miss Mary C. Robinson

Government supervision of private charitable corporations is provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained. This statement is followed by a tabulation of some of the essential figures showing the financial condition of the various charities.

Investigation of Charitable Organizations Seeking Incorporation

General Laws (Ter. Ed.) chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Secretary of the Commonwealth, in all cases of charitable organizations which seek a certificate of incorporation. During the year ending November 30, 1942, 48 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 48 applications including 6 received prior to the beginning of the year.

Action has been taken by the Secretary of the Commonwealth on 47 applications as listed below. Forty-three (43) of these petitions have been granted and charters issued, while 4 have been refused.

Anti-Vivisection Society of America, Inc.
Attleboro War Chest Inc.
Beneficiary Trust, Incorporated
Beverly Camp Rotary, Inc.
Beverly Community Fund, Inc.
Chicopee Community Nursing Association, Incorporated
Civic Center, Inc.
Community Chest of Taunton, Inc., The
Community Fund of Salem
Dartmouth Defense and Health Corps, Inc.
Dilboy Memorial Home, Inc.
Easton Nursing Association, Inc., The
East Wilmington Improvement Association, Inc.
Eaton Foundation, Inc., The
Ella Lyman Cabot Trust Incorporated, The
First Region Council of the Citizens Committee for the Army and Navy, Inc
Fitchburg Chapter Yankee Division Veterans Association, Inc.
Francis Ward Paine Foundation, Inc.
Girls Service League, Inc.
Haverhill Community Chest
Hebronville Community Association Incorporated
Kopaigorod Ladies Auxiliary, Inc.

Ladies Auxiliary of the Virgin Mary of Sorrows Society of Mirabella Eclana of East Boston for Mutual Aid and Benefit, Inc.
Laymen's League Against Epilepsy, Inc.
Lottafun School Day Camp and Nursery, Inc.
Massachusetts Men's Club, Inc.
New Bedford Defense and Health Corps, Inc.
Ostro Hebrew Marshoe Society, Inc.
Pre-School Dental Clinic, Inc.
Professional Golfers' Association--New England Section--Caddy Educational Fund Inc.
St. Anthony Club of North Woburn, Inc.
Saint Takla Society of Daraya, Damascus, Syria, of Boston, Mass. Inc.
Shelburne Falls Community House, Inc.
Springfield Nutrition Service Bureau, Incorporated
Springfield War and Community Fund, Incorporated
Squadron Welfare Board Inc.
Sunderland Road Community House, Inc.
Swedish-American Drive Wings for Norway of New England, Inc., The
Thrift Center, The
United Lebanese-American Catholic Association of Lowell, Mass., Inc.
United Nations Relief Fund, Inc.
U. S. O. Greater Boston Soldiers & Sailors Committee, Inc.
Visiting Nurse Association of Dover, Medfield & Norfolk, Inc.
War and Community Chest, of Holyoke, Massachusetts, Inc.
West End Ladies Gmilas Chesed Association, Inc.
West Hill School, Inc.
Worcester District Community Center for Aiding Transfusions, Inc.

Supervision of Charitable Corporations

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 201 inspections involving many consultations and visits to institutions.

There have been 827 inquiries regarding particular charities and general matters related to the field of private charity.

Number and Classification of Incorporated Charities in Massachusetts

Of the 1,431 charitable corporations which made returns to this department during 1942, 133 are homes for the aged; 139 are hospitals, sanatoria and other institutions for the sick; 149 are nursing societies and other health agencies; 276 are agencies giving family service and relief; 136 are child-serving agencies; 192 are youth agencies; 95 are settlements and neighborhood centres; and 110 are federations, foundations, and community chests. The remaining 201 form a miscellaneous group chiefly civic or eleemosynary in their nature.

Annual Reports of Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12, provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of November in each year, and

ther provides that if any corporation fails for two successive years to make the ort, the Supreme Court may decree its dissolution. Figures from the financial orts of corporations for the last year are given on the following pages. The tracts are arranged by towns in alphabetical order under each town.

An analysis of the returns made in 1942 showed the total property, real and sonal, of all these charities to be $409,173,581. Subscriptions and donations unted to $24,028,638. Earnings and refunds, including receipts from benefi-ries, were $32,287,204. Receipts from interest and dividends on investments aled $9,930,511. Legacies were received to the amount of $4,707,147. Total rent receipts were $65,114,350. Total current expenditures were $63,603,184. l paid for salaries and wages amounted to $25,228,035.

Corporations Dissolved

In 1942, 19 corporations were dissolved by a decree of the Supreme Court. The follows:-

Barnstable Massachusetts Committee for the Care of Children from Barnstaple England, Inc., The
Beverly Hebrew Community Center, Inc.
Christopher Shop, Inc., The
Durant Incorporated, The
Fall River Rescue & Gospel Mission, Inc.
Fraternité Franco-Américaine, Worcester Branch, Inc.
Friends of Young Judaea, Inc.
Haverhill Hebrew Sheltering Home, Inc.
Helping Hand Society "Dania"
H. H. Legge Relief Corps #153, Incorporated
Keith Fund, Inc.
Lithuanian Old Folks of New England, Inc.
Massachusetts Tents Building Christian and Charitable Association For Women Under The Jurisdiction Of The Eastern District No. 3, The
Memorial Hospital Corporation
Norwegian Seamen's Mission of New England
Rotary Club Education Fund of Peabody
Watertown Associated Charities, The
Winthrop Hebrew Community Association, Inc.
Young Men's Christian Association of Milford

Registration of Foreign Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12A, requires a charitable oration incorporated elsewhere than in Massachusetts, which engages in chari-e work or raises funds within the Commonwealth, to file with the department a true copy of its charter or certificate of incorporation, (2) a true copy its constitution and by-laws, and (3) an annual report on or before November t. Approximately 75 foreign corporations are complying with the law.

No Endorsement of Private Charitable Organizations

The Department of Public Welfare endorses no private charitable organization gency. This rule is absolute, regardless of the known standing of any such ety. Inspection and the publication of the annual return in this volume do mean approval; on the contrary, inspection may mean the discovery of condi- s calling for condemnation. No agency is warranted, therefore, in using the of inspection in such manner as to lead the public to believe that the depart- approves or in any sense commends its work.

FOR ABSTRACTS FROM
FINANCIAL REPORTS OF CHARITABLE CORPORATIONS

Call at Office of

Supervisors of Incorporated Charities

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CITY AND TOWN INFIRMARIES

G. Frank McDonald, Supervising Inspector of Infirmaries

EXHIBIT I

Laws Relating to Infirmaries
(General Laws, Chapter 47; Tercentenary Edition)

For the information of boards of public welfare, superintendents of infirmaries and others concerned, certain laws relating to infirmaries are here summarized.

The Department of Public Welfare is required to visit annually all city and town infirmaries, and to include in its annual report a statement of their condition and management, with its suggestions and recommendations relative thereto. (General Laws, Ch. 121, Sect. 7.)

The superintendent of every infirmary must keep a register, in the form prescribed by the Department of Public Welfare, of the names of the persons received and committed, the cities or towns to which they belong, and the dates of their reception and discharge. (General Laws, Ch. 47. Sect. 8.)

Every inmate of an infirmary able to work shall be kept diligently employed in labor. If he is idle and does not perform such reasonable task as is assigned, or if he is stubborn and disorderly, he shall be punished according to the orders and regulations established by the directors. (General Laws, Ch. 117, Sects. 21 and 22. See also opinion of Attorney-General given to State Board of Charity, November 21, 1904.)

The only children who can be lawfully supported in a city or town infirmary for a period of more than two months are: (1) those who are so defective in body or mind as to make their retention in an infirmary desirable; (2) those who are under two years of age; and (3) those who are under three years of age, with mothers who are infirmary inmates and suitable persons to aid in taking care of them. In cases of failure of boards of public welfare to remove children illegally in infirmaries, the Department of Public Welfare is required to remove them and provide for them otherwise, at the expense of the city or town concerned. (General Laws, Ch. 117, Sects. 36-38.)

Provision is made that tramps and vagrants, if physically able, shall perform labor of some kind, and shall be lodged under conditions prescribed by the State Department of Public Health. (General Laws, Ch. 117, Sect. 20.)

The Department of Public Welfare is authorized to advise with and assist local boards of public welfare in preparation of plans for infirmary buildings. (General Laws, Ch. 121, Sect. 38.)

INSPECTION OF INFIRMARIES

There are in Massachusetts 98 infirmaries. As required by law, every infirmary has been visited at least once by the department's inspector.

Recommendations are made at the time of inspection where need of improvement is obvious.

Attention is directed to the fact that the Department has not the power to enforce recommendations. The Statutes provide that the Department visit an infirmary and as a result of such visit make such suitable recommendations to the Welfare Board of cities and towns as would be necessary.

INFIRMARIES CLOSED

During the past year the infirmaries at Duxbury, Hudson, Gardner, Hingham, Pembroke and Sutton closed.

NEW CONSTRUCTION

There have been no new infirmaries constructed during this year. Improvements have been made in a great many infirmaries to their present structures.

INFIRMARY VISITORS

The infirmary visitors are local residents, giving their services under the Commissioner's appointment. Those in office now are: Andover, Mrs. Frank L. Brigham; Boston, Miss Theresa M. Lally; Easthampton, Mrs. M. J. O'Neill; Fall River, Mrs. Joseph E. Barre; Fitchburg, Mrs. T. R. Shea; Greenfield, Mrs. Henry F. Nash; Holyoke, Mrs. John M. James; Malden, Mrs. Catherine A. Lovejoy and Mrs. Ellen Woolfson; Manchester, Mrs. Grace L. Porter; Marlboro, Mrs. L. H. Tourtellotte; Montague, Mrs. Richard R. Lyman; Nantucket, Miss Mildred H. Brooks; Newburyport, Mrs. Frederick Tigh; North Adams, Miss Ione Northrup; North Attleborough, Mrs. Henrietta W. Livingston; Northampton, Miss Clara C. Allen; Somerville, Mrs. Marguerite E. Kauler; Springfield, Mrs. Laura H. Congdon and Mrs. Katherine R. Hatch; Townsend, Mrs. James H. Bennett; Waltham, Mrs. Anna Fogg; Warren, Mrs. Edna Deland.

IMPROVEMENTS

Adams, the men's dormitory front room floor was covered, a drinking fountain installed and all beds repainted. In the main building six rooms and bath were repapered and painted, new plaster ceiling, two floors sanded and varnished, new light fixtures, ladies' parlor painted, papered and linoleum laid, heating system repaired, and new extinguishers purchased. Amesbury, the entire building was painted outside. Athol, ordinary repairs, some papering and painting together with new linoleum. Barre, new boiler, new plumbing and general repairs were done. Billerica, repairing of barn roof, also small carpentering and painting jobs to keep property up. Rewiring part of house and barn in order to put in 220 Volt system. Braintree, remodeled large living room, also laid new oak floor, changed plumbing system, put in two new radiators, changed lighting, new lights, new wall board all around room, papered and calcimined ceiling. Papered and calcimined ceiling in office, papered and calcimined ceiling in reception room. Brockton, since the beginning of 1942, we have equipped a room at the City Infirmary to be used as a small operating room and laboratory, where the doctor can give much better care to minor injuries than he could prior to its installation, diet system also improved. Concord, did some plastering, put in new floor and did some electric wiring. Fairhaven, painted and varnished two large sitting rooms, also two bedrooms, new BX wiring in kitchen, new sink bowl in men's bathroom. Fall River, painted and papered inside of Superintendent's home, painted outside, reshingled garage, renewed slate stair treads, replaced return pipelines in basement, rebricked one tubular steam boiler, installed metal hoods over all steam cooking utensils in kitchen,

rebuilt windows in children's home, repainted entire first floor of main building, installed new reception room for nurses on third floor. Falmouth, only ordinary repairs during year. Greenfield, electrical work. Haverhill, general repairs on house and out buildings. Boston, (Long Island) improvements to diet kitchen and lavatories on wards; new 1200 ampere generator installed; repairs made to roofing; bakery completely remodelled with new ovens, purchase of electric slicing machine, new moulder, new mixer and two new proofers; flour chute installed into flour storeroom for more convenient transfer of flour bags from truck to storeroom; new frigidaire purchased for wards; new metaline instrument cabinet for dental office; new portable electro-surgical unit; new set of urological instruments; new electrophotometer, incubator, and automatic precision microtome for Path. Lab.; preparations made for blackouts, casualty stations equipped, and air raid shelters provided; repairs to roof leaders in kitchen; extensive repairs to brick work on six boilers in power house; installation of new pressure fire pumps; extensive repairs to fire apparatus; extensive repairs to S.S. O'Meara used for transportation of patients and employees from the institution to the mainland. Lowell, Dispensary installed. Marblehead, repairs on roof of infirmary, repairs on pipes, funnel gauge, new stove. Medford, painting inside, pipes repaired. Middleboro, buildings painted, barn shingled, new silo erected. Newburyport, built two sink closets in kitchen, 10 overall screens, repaired icechest door and casing, new stools and casings for eleven windows, painted side walls, ceiling and woodwork in 18 rooms and three floors in men's quarters, painted 70 windows on outside of building, painted fire escape, laid 2 new floors, new ceiling in boiler room, metal lath and plaster, painted two halls and stairways in men's quarters, built new porch and stairway to kitchen entrance, painted porch. Newton, painted outside of building. North Adams, painted, papered and repaired fourteen rooms, built twenty lockers for men, installed shower room. North Andover, steel post in vegetable cellar, new floor in barn, sand gravel and lumber, repair flush closet, replaced defective piping under bathroom floor, new floor in bathroom and hall, screened one-half porch, rebuilt chimney and cleaned all four. North Brookfield, complete new heating system, new silo erected, new addition to barn and necessary equipment installed, linoleum laid over entire first floor, ceilings done, lighting system and eaves of the house, repairs in milkroom, new machinery purchased for farm. Pembroke, a few minor repairs. Pittsfield, barn and all sheds attached were painted, new linoleum laid in kitchen of main house, general repairs to plumbing, heating, lighting and to the buildings and equipment. Rockland, installed new steam boiler and stoker, added new radiator, rebuilt chimney, painted 17 bedrooms, one hallway, stairway, replaced curtains where needed, minor repairs on plumbing, laid new floor in men's bathroom, new shelves in vegetable room, new hen house. Salem, some painting and general repairs, heating and plumbing repairs, barns repaired. Somerset, general repairs. South Hadley, living quarters for help painted and papered, living quarters for inmates painted and woodwork scrubbed, floors and beds repainted. Taunton, repairs to plumbing, electrical repairs, heating repairs. Uxbridge, floors sanded and refinished, buildings painted, repaired, steam boiler repaired, radiators changed, porch floors repaired and new linoleum laid. Waltham, new steam valves on all radiators, new ten bed ward put on infirmary, smoking room enlarged and general repairs. Webster, new sewerage system. Westfield, refrigerator unit overhauled, new sliding doors on barn, beds repainted, floors levelled, scraped and oiled, stairs scraped and varnished, new eaves, troughs and drains, tin roofs painted, windows repaired and refitted, garage painted, two old buildings taken down and ground graded and seeded to lawn, 8 new dining tables installed. Winchendon, repairs to piazza, new floor coverings, building repairs.

Woburn, covered three outhouses and fixed them for working places in stormy weather, painted men's dining room, kitchen pantry, two bathrooms and six rooms, altered toilets and puttied all windows.
Charlton, built a repair and paint shop, painted barn, painted 12 rooms in house.

TABULATED INFORMATION RELATING TO INFIRMARIES - 1942

G. FRANK McDONALD, SUPERVISOR

TOWNS AND CITIES	SUPERINTENDENT	SALARY	TOTAL ACRE-AGE	VALU-ATION	NET COST	LAR-GEST NUM-BER	POPULA-TION ON INSPEC-TION
Adams	Walter Hadala	$1,431.	360	$20,850.	$8,000.	19	15
Amesbury	Joseph Ryan	1,100.	52	9,000.	6,968.	20	14
Andover	Bertha W. Thornton	1,000.	1	46,663.	9,283.	12	11
Athol	Justin E. Welch	1,219.	142	22,000.	8,428.	21	16
Attleboro	A. D. Hoyle	900.	118	11,500.	6,438.	24	19
Ayer	W. A. Bean	1,080.	65	14,830.	3,200.	5	3
Barnstable	George Hughes	1,800.	25	15,500.	7,531.	15	10
Barre	Ezra Davis	1,200.	200	9,000.	5,030.	6	6
Beverly	George D. Batchelder	1,400.	7	64,625.	16,356.	50	36
Billerica	Fred W. Young	1,200.	110	7,250.	6,035.	8	6
Boston	Dr. James V. Sacchetti	4,500.	167	3,540,000.	808,345.	1388	1165
Braintree	Patrick Donahue	1,500.	7½	82,500.	4,534.	15	12
Bridgewater	Mary Amber	960.	70	5,300.	2,187.	5	3
Brockton	Edward T. Corson	2,236.	160	208,500.	51,249.	98	87
Brookline	Elizabeth McMahon	500.	2	28,500.	11,603.	20	11
Cambridge	William C. Conway	2,350.	6	600,000.	68,576.	200	171
Chelmsford	Sinai Simard	900.	45	11,400.	4,035.	6	5
Chicopee	August D. Paulhus	1,800.	17	215,000.	29,229.	114	99
Clinton	Ethel Kittredge	1,040.	15	51,000.	6,870.	22	15
Concord	Herbert L. Peterson	1,200.	74	19,500.	3,252	7	5
Dartmouth	Fred Payson	1,200.	62	24,129.	4,252.	10	8
Dedham	John C. Mulkern	1,560.	6	27,200.	7,973.	29	20
Easthampton	Leonard D. Kingston	1,500.	220	28,000.	7,457.	24	14
Fairhaven	John Barcellos	1,042.	16	19,400.	4,846.	17	9
Fall River	Thomas H. Friar	2,225.	11	139,400.	74,686.	235	198
Falmouth	Andrew Davis	1,122	2	24,500.	3,016.	9	7
Fitchburg	John J. Murray	1,850.	47	53,000.	16,500.	57	48
Franklin	Walter R. Adams	1,200.	122	13,500.	8,553.	17	14
Gloucester	Leland Wolfe	1,250.	10	69,200.	22,000.	53	43
Greenfield	Harry E. Smith	1,400.	150	20,000.	6,553.	25	17
Harwich	Jessie Hall	720.	5	1,150.	2,500.	5	4
Haverhill	William W. Savage	2,000.	125	196,000.	46,207.	131	101
Hingham	Bertha Harper	1,200.	18	31,858.	3,923.	11	0
Holyoke	Thomas W. Murphy	1,900.	86	155,000.	46,608.	151	100
Lawrence	T. H. Shine	2,500.	37	500,000.	131,000	334	259

Leominster	William Meunier	1,500.	96	101,000.	12,624.	37	26
Lowell	Arthur G. De Lorme	1,800.	50	251,750.	87,444.	384	271
Lynn	Victor Principe	1,400.	35	272,650.	38,000.	112	106
Malden	James McFadden	2,000.	10	113,200.	18,795.	81	45
Manchester	James W. Andrews	1,260.	10	21,500.	4,472.	8	6
Mansfield	Ralph L. Williams	1,381.	91	25,000.	4,576.	13	9
Marblehead	John W. Kelley	1,500.	6½	36,520.	7,273.	14	10
Marlboro	Lester Baker	1,200.	10	57,200.	8,500.	32	26
Marshfield	Ada M. Nightingale	855.	40	18,000.	6,264.	12	11
Medford	John G. Rogers	2,100.	16	51,300.	9,317.	33	33
Methuen	Grace D. Stevens	1,200.	1	30,000.	11,900.	33	27
Middleboro	Ernest Crowell	1,200.	50	40,700.	11,490.	29	24
Milford	G. Osterman	1,500.	125	30,000.	8,730.	46	40
Monson	Seymour Freeman	1,020.	212	4,000.	5,610.	12	7
Montague	Henry O'Connell	1,080.	100	7,000.	4,450.	14	4
Nantucket	Samuel Burchell	1,480.	5	23,900.	5,439.	12	9
New Bedford	Catherine E. Brown	673.30	79	416,250.	55,737.	159	141
Newburyport	Dudley Currier	1,200.	74	64,000.	10,000.	55	29
Newton	John Ewart	1,950.	35	83,000.	11,494.	27	19
North Adams	Edmond Hinkell	1,774.	300	35,000.	8,410.	41	37
North Andover	Richard Heider	1,200.	125	15,000.	4,554.	7	5
North Attleboro	Wallace S. Grant	1,200.	66	35,000.	6,987.	31	17
No.Brookfield	Charles Coburn	1,100.	126	23,700.	9,410.	11	11
Northampton	Merville H. Stowe	1,144.	20	35,776.	10,092.	25	23
Northbridge	Klaus Dykstra	1,600.	85	14,297.	10,514.	35	26
Oxford	William H. Hatfield	900.	245	10,000.	6,965.	13	8
Palmer	Morris F. Lanlor	1,500.	150	16,600.	4,016.	10	9
Peabody	Charles Reynolds	1,600.	85	82,100.	18,725.	70	55
Pembroke	Charles F. Howe	480.	67	7,000.	4,266.	6	5
Pittsfield	William T. Griffin	1,980.	184	117,450.	22,580.	85	59
Plymouth	Russell L. Dickson	878.	10	17,800.	6,050.	19	15
Provincetown	Edna Tasha	600.	1	10,000.	3,208.	10	4
Quincy	William Walsh	1,200.	3	7,000.	7,197.	36	27
Randolph	John H. Marcille	1,456.	18	12,800.	4,300.	8	6
Rockland	Earl H. Wyatt	1,020.	16	15,855.	8,613.	18	10
Rockport	George F. Parsons	700.	4	14,500.	2,500.	5	5
Salem	William T. Jeffrey	1,600.	44	88,000.	18,816.	79	66
Saugus	Fred J. Sellick	1,200.	180	69,300.	4,710.	19	16
Somerset	Mary Fleck	600.	55	37,500.	2,017.	4	4
Somerville	Herman M. Reynolds	2,500.	29	230,400.	14,489.	85	59
South Hadley	Ranney Issabelle	780.	30	10,500.	2,505.	6	5
Southbridge	Paul Beauregard	1,800.	2	18,000.	6,000.	23	15
Spencer	Harry Wilson	600.	190	14,100.	3,974.	14	8
Springfield	William J. McCann	3,000.	12	147,751.	117,958.	296	215
Stoneham	William F. Rolfe	1,700.	18	32,725.	9,975.	25	21
Sturbridge	Earl Morey	1,005.	60	12,386.	2,254.	8	8

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Taunton	Clarence E. Shove	1,500.	110	93,984.	20,326.	51	43
Townsend	Otto Hyvarinen	800.	195	9,400.	2,475.	8	7
Uxbridge	Herman Nydam	1,000.	65	12,000.	5,936.	19	15
Wakefield	Jeremiah J. Peck	1,560.	4½	12,000.	7,888.	19	14
Waltham	Leon C. Hoyt	1,800.	13	91,500.	18,825.	68	59
Ware	Darius Demers	1,440.	54	25,000.	3,320.	11	8
Wareham	Frank Butland	500.	5	6,850.	2,456.	5	3
Watertown	Harry J. York	1,000.	5	46,734.	4,940.	16	13
Webster	Hecker Patenaude	1,800.	217	22,220.	7,814.	38	32
Westfield	R. T. Carrier	1,200.	123	42,000.	8,600.	40	28
Westford	Leo Cornell	1,200.	100	12,500.	7,383.	10	10
Westport	Margaret F. Costa		42	5,000.	3,315.	7	6
Weymouth	Fred P. Tolman	1,800.	40	42,800.	6,400.	18	8
Winchendon	John R. Priest	1,080.	18	22,400.	6,973.	21	21
Woburn	Thomas J. Curran	1,320.	25	19,500.	5,180.	35	21
Worcester	Ellery E. Royal	4,150.	495	573,322.	159,640.	310	260

CHARLTON ASSOCIATION

Charlton							
Ashburnham							
Auburn							
Berlin							
Boylston							
Brookfield							
Hardwick							
Holden							
Leicester							
Millbury							
New Braintree							
Oakham							
Princeton	H. D. Sargent	1,800.	510	26,000.	13,643.	43	41
Rutland							
Sterling							
Warren							
West Boylston							
Westminster							
East Brookfield							
Holland							
Dana							
Hubbardston							
West Brookfield							
Paxton							

STATISTICS OF POOR RELIEF

Number Relieved

Table I shows the number supported or relieved by the cities and towns in the Commonwealth during the year ending March 31, 1942. All persons are included, regardless of settlement. The total number receiving aid in any form was 402,725. Of this number, 185,148 were aided on account of unemployment. The remainder, 217,577, were aided as follows:--13,202 in institutions and 46,918 outside, either in private families or in their own homes. Of the persons aided in institutions, 7,923 were relieved in the city or town infirmaries, leaving 5,279 who were cared for in other institutions. Of the outside aid, 6,836 were aided in private families, while 40,082 were assisted in their own homes. This last figure comprises practically all city and town aid usually known as local public outdoor relief except 55,714 Aid to Dependent Children and 101,743 Old Age Assistance recipients.

Cost of Relief

The funds expended by the cities and towns in the Commonwealth for all poor relief within their respective fiscal years are shown in Table II. The aggregate is classified as "ordinary" or maintenance, and "extraordinary", or special. With the ordinary expenditures are shown the receipts on account of maintenance and the difference is shown under the heading of "net ordinary expenditures". Expenses in Institutions and outside come under ordinary expenditures. The subdivision follows the classification in Table I regarding the nature and place of aid.

The grand total inTable II shows an aggregate expenditure of $62,121,570.23. Of this sum, $62,102,805.69 was ordinary outlay, or maintenance, a decrease of $6,943,590.78 from last year; the remainder, $18,764.54, was expended for improvements at the city and town infirmaries. Of the money expended for maintenance, $2,439,217.31 was for infirmary care and $1,487,762.93 for relief in other institutions. These amounts represent a decrease of $243,642.00 from last year for institutional relief. Care in private families cost $789,162.57 and relief in recipients' own homes amounted to $13,559,693.32. The total of these two figures shows a decrease of $7,880,592.68 from the previous year.

The sum of $32,176,124.09 was expended for Old Age Assistance, an increase of $1,207,856.56 over last year. The sum of $8,825,734.20 was expended for Aid to Dependent Children, representing a decrease of $7,324.69.

The cost of administration of general relief, including salary and office expenses of the local public welfare boards came to $2,825,111.27, showing a decrease of $19,887.97. The total receipts on account of ordinary expenditures were $37,303,782.34, classified as receipts on account of infirmaries, $249,609.00 and all other,$37,054,173.34. Subtracting receipts from total expenditures leaves $24,799,023.35, net ordinary expenditures.

LAWS AFFECTING THE DEPARTMENT
PASSED BY LEGISLATURE OF 1942

Chap. 9--AN ACT PROVIDING FOR THE ESTABLISHMENT IN THE STATE TREASURY OF A SURPLUS COMMODITY STAMP TRUST FUND AND REGULATING THE ADMINISTRATION THEREOF.

Approved January 31, 1942

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Massachusetts. Dept. of Public
Welfare.
Annual report. 1943.

THE COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

Arthur G. Rotch, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-fourth Annual Report of the Department of Public Welfare, covering the seven-month period from December 1, 1942 to June 30, 1943, is herewith respectfully presented:

Members of the Advisory Board of the Department of Public Welfare

Date of Original Appointment	Name	Residence	Date of Expiration
12/10/41	Francis C. Gray	Boston	Jan. 31,1944
9/9/42	Henry R. Guild	Needham	Jan. 31,1944
12/10/41	Mrs. Selma C.Bernkopf	Brookline	Jan. 31, 1945
12/1/35	Mrs. Mary W. Roberts	Newton	Jan. 31, 1945
6/26/40	Walter H. Shales	Worcester	Jan. 31, 1946
10/13/43	Harold S. Fuller	Winchester	Jan. 31, 1946

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REPORT OF THE COMMISSIONER OF PUBLIC WELFARE

This report covers seven months' operation because of the fact that the fiscal year was changed by Chap. 509 of the Acts of 1941 from December 1 through November 30 to July 1 through June 30. This made for seven months' financial operations and, although it seemed in the beginning a rather complicated change, through the cooperation of the Commission on Administration and Finance with all the departments, it was accomplished with great smoothness.

The Legislature was in session during this period and the most important program, as far as the Department of Public Welfare was concerned, was the consideration of changes in the Old Age Assistance law. The Department appeared many times before the Committee on Pensions, particularly in connection with the Special Report of the Commissioner of Public Welfare in Regard to An Investigation and Study of the Administration of the Old Age Assistance Law and of the Benefits Received by Recipients of Such Assistance (House Bill No. 1475). This study was provided for in Section 16 of Chapter 729 of the Acts of 1941. The Legislature did adopt a few of the recommendations contained in that report, namely that each city or town should submit a budget for the Department's approval and if any city or town did not submit its own budget, then the State Standard Budget should be adopted.

In Chapter 489 that was passed by the Legislature during this session, there was a provision inserted that provided that those children that were able to support their parents should do so, or, if they did decline, that they should be brought into court under Chapter 273. After the Act was passed on June 9, the Department immediately sent out word to all the cities and towns about the provisions of the Act and prepared to make it effective September 9 of that year even though the Department asked for 3 more months in order to give the cities and towns sufficient time to rebudget their cases. Unfortunately this was denied and only a 3-month period from June 9 to September 9 was granted.

Chapter 38 of the Resolves of the Massachusetts Legislature of 1943 provided for the appointment of a Commission to make a study of the Old Age Assistance Law, so called, and certain related matters. A Commission has been appointed to make a study of the whole program of Old Age Assistance and the entire administration of the Department of Public Welfare. The Department entirely approved this action.

As has been the case every year, the Department made a strong plea to the Ways and Means Committee for more personnel in the Division of Child Guardianship, but only part of the request was granted. Again, the Commissioner of the Department feels that the Legislature has not given full consideration to the needs of this Division and needs of children in the State, which to us is an absolute necessity. In nearly every part of the work in the Division of Child Guardianship there is need for more personnel to properly safeguard the welfare of children of Massachusetts.

The Stamp Plan that had been in operation for two years or more for individuals on public assistance was abolished by the Federal government on February 27, 1943, it being felt that there was no need for this program because of the comparatively few people on General Relief. However, the Department still received some surplus commodities and distributed them in a number of cities and towns in the State.

The Commissioner again wishes to pay tribute to the loyalty and devotion of the staff of the Department and again wishes to thank the local Boards of Public Welfare for their cooperation.

DIVISION OF AID AND RELIEF

Rollo A. Barnes, Director

The Division of Aid and Relief includes four subdivisions:

Subdivision of Settlements, Subdivision of Supervisory Service, Subdivision of Social Service to Tewksbury State Hospital and Infirmary, Subdivision of Appeals.

The reports of the supervisors of these subdivisions are herewith submitted.

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The functions of the Division of Aid and Relief include the supervision of the Old Age Assistance and Aid to Dependent Children programs in which the federal government participates through the Social Security Board; and the assistance given to persons not having a legal settlement under the so-called General Relief and Sick State Poor programs, all of which are administered by the local Board of Public Welfare of each of the three hundred and fifty-one towns and cities of the commonwealth. The Division distributes the federal funds to these towns and cities and reimburses from state funds varying proportions of such assistance in accordance with legal provisions. Boards of Health are also reimbursed for the expenses of caring for needy persons who have no legal settlement and are suffering from diseases dangerous to the public health under the so-called Dangerous Disease program. Through the Subdivision of Social Service the admission and discharge of patients of the Tewksbury State Hospital and Infirmary is provided for.

In addition to these regular responsibilities the Division has undertaken additional responsibility for special war-time needs. The Civilian War Assistance program, through which federal funds are available to meet the needs of individuals affected by enemy action, the threat of such action or preparation to meet such, is one example. In cooperation with the Committee of Public Safety and the other cooperating agencies preparations have been made to meet whatever needs may arise. This program also provides such federal funds to meet the needs of such individuals who have been repatriated from other United States possessions or foreign countries because of the war, and the needs of dependents of merchant seamen killed, injured, captured, or missing as a result of enemy action until other provision can be made. Federal funds have also been made available for needy dependents of enemy aliens and others interned or restricted by action of the federal government. Only a few cases have arisen in which there has been need of such funds being used, but the programs have been established and are ready if needed.

Under the Governor's Executive Order plans have also been made to meet individuals' needs if forced to leave their homes because of lack of oil during the serious shortage. Cooperative arrangements have been developed with other agencies and with all local Boards of Public Welfare to carry out this program with money from the Governor's Emergency Fund if necessary.

Living costs have continued to rise during this period necessitating a further increase in the prices of the State Standard Budget. We have urged strongly that these increased prices be put into effect immediately and completely to maintain adequate health which is more important than ever in wartime.

As the period covered by this report drew to a close the new legislation affecting the various programs had just become available. Those affecting Aid to Dependent Children and General Relief should prove beneficial in correcting several problems which have been troublesome and are greatly appreciated.

The Old Age Assistance legislation, which is the result of very numerous proposals, makes several significant changes which will involve herculean efforts on the part of the entire staff of the Division and of the local Boards to comply with all new requirements by September 8, 1943, the effective date of Chapter 489 of the Acts of 1943. The Department's analysis of this Act which was sent out with the law itself to all local Boards of Public Welfare on June 14 follows:

1. Each town and city must determine need of each applicant and recipient in accordance with budgetary standards approved by this department. The minimum rates are retained and in each case must be used as a minimum, but <u>not</u> as a maximum. When the need of the individual as determined by the approved budgetary standards is above the minimum rate the full amount of budgeted need <u>must</u> be given or federal and state funds must be denied.

2. The only change made in the minimum rates is the additional provision for the husband and wife when one is over sixty but not yet sixty-five and otherwise eligible. In this case they shall be given the same consideration as though both were eligible for Old Age Assistance, except that the amount due the husband or wife between sixty and sixty-five for food, clothing, and other personal needs must be paid from General Relief funds.

3. Each applicant and each recipient must be fully informed of his rights and responsibilities under the law. Every person must be given the right to apply or the right to request additional consideration; such applications and requests must be acted upon promptly; the applicant must be notified in writing of the decision; with such notification must go an appeal blank with instructions on how to appeal and an informational pamphlet on the provisions of the Old Age Assistance Law.

4. The present scale of exemptions for sons and daughters not in the recipient's home is increased 15%. For example, the married son with one dependent child will now have an exemption of $2300 instead of $2000.

5. The son or daughter living with the Old Age Assistance recipient is given an exemption of $14.00 per week to cover personal expenses including board and room. However, the amount paid for board and room must not be figured as a resource of the Old Age Assistance recipient nor shall the extra cost to the household caused by the child's presence in the home be figured in determining the Old Age Assistance recipient's needs. Fifty per cent of the remainder of the child's income will be considered as a resource to the recipient and deducted from the budgeted need of the recipient or applicant.

6. If a son or daughter fails to contribute to the support of the aged parent or parents the amount which is expected in accordance with the scale of exemptions, the local board must notify the department which shall approve action under the nonsupport law against such child and direct that a complaint be made by the local board within a specified time. If this is not done within the time limit, the state department must then either bring suit in the name of the town against the nonsupporting child or withhold all further reimbursement to the town under this chapter until it brings such action.

   Until final adjudication and until the resource in question actually becomes available Old Age Assistance shall be given to the person otherwise eligible. If the court finds that the child should contribute, the court shall also assess the child whatever additional amount it deems avisable as reimbursement to the town for aid given while the matter was pending.

It is extremely important to note that every case must be reviewed and changes made as required by these amendments by September 8, 1945, the effective date of this act, or it will be necessary for the department to deny further federal and state funds if all requirements of the law are not met. There is no option on this nor any extension of time possible. We therefore strongly urge that immediate steps be taken to meet this deadline.

The new act provides that the individual assistance payments shall be determined in accordance with budgetary standards established by the local board and these budgetary standards shall be subject to the approval of the department. The department's Standards of Assistance, which is now in effect as a basis for maximum reimbursement and appeal decisions, is a proper budgetary standard for use under this requirement. In the absence of approved local budgetary standards on and after September 8, the effective date of this act, the State Standards of Assistance (including the periodically revised State Standard Budget figures) will be used to determine conformity to the requirements of the law.

Cities and towns who wish to compare local costs with the statewide costs on which the State Standard Budget is based should immediately request from the district office the lists of items on which to base such a comparison and to determine what local variations from the State Standard Budget can be approved. It should be understood that in order to insure adequate, equitable, uniform treatment of applicants and recipients throughout the state, it will be necessary to give the same consideration to all items of the budget, to all resources, and to all types of living arrangements that are now provided in the State Standards of Assistance. In order to be sure of approval of a local budgetary standard by the effective date of this act, it must be submitted to the appropriate district office not later than August 1, 1943.

The Division regrets that more of the recommendations of House No. 1478, "Special Report of the Commissioner of Public Welfare in Regard to an Investigation and Study of the Administration of the Old Age Assistance Law and of the Benefits Received by Recipients of Such Assistance" were not found acceptable. The provisions of Chapter 489 regarding the mandatory enforcement of budgetary standards and of specified contributions from the legally liable sons and daughters will at least bring into sharp focus any problems which remain or which are created by the very specific requirements of this law.

Other reports on the work of the Division follow.

SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoria, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There were three persons remaining in the Infirmary Department of the State Farm on June 30, 1943.

The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work accomplished from December 1, 1942 to June 30, 1943 in the examination and investigation of settlements of inmates of the State Institutions:

Institutions	Examinations	Orders Issued	Settlements Found	No Settlement	Orders withdrawn	Total Cases Returned.
State Infirmary	1046	348	320	86	23	1823
State Farm	7	8	7	2	0	24
Lakeville State Sanatorium	66	61	63	8	0	198
No. Reading State Sanatorium	50	38	41	1	0	130
Rutland State Sanatorium	142	70	54	9	0	275
Westfield State Sanatorium	127	91	94	1	0	313
Massachusetts Hospital School	2	3	3	0	0	8
TOTALS	1440	619	582	107	23	2771

Cases pending June 30, 1943 - 101

ANNUAL REPORT

December 1, 1942 - June 30, 1943

AUDIT

	Bills	Claim	Allowance	Deductions
SICK STATE POOR	7,971	$ 336,336.03	$ 221,809.56	$ 114,526.47
TEMPORARY AID	14,806	2,395,854.58	2,344,664.13*	51,190.45
DANGEROUS DISEASES	1,366	186,787.24	160,334.44	26,452.80
BURIALS	682	44,346.92	41,986.85	2,360.07
TOTALS	24,825	$ 2,963,324.77	$ 2,768,794.98	$ 194,529.79
Aid to Dependent Children	9,150**	-----	$ 2,333,845.89	***
Old Age Assistance	82,828**	-----	$ 2,219,181.38	***

*Actual total of schedules for this period	$2,997,061.22
Schedules paid from 1944 appropriation	650,851.60
	2,346,209.62
Travel expenses (other than to State Infirmary)..	1,350.26
	2,347,559.88
Refunds.....	2,895.75
Net total (including $1,354.85 transportation to the State Infirmary)	2,344,664.13

**Average case load
***Disallowances and adjustments are made on relief rolls from month to month.

REMOVALS

The department is charged with the duty of removing some poor persons to cities and towns within the Commonwealth, or, when not belonging in Massachusetts, to the state or place where they belong. The following table shows the removals made during the fiscal year ending November 30, 1941, November 30, 1942 and for the seven months ending June 30, 1943:

	1941	1942	* 1943
To other countries	1	1	0
To other states	192	118	44
To towns of residence	1306	1127	517
	1499	1246	561

* 7 months.

SUPERVISION OF WAYFARER'S LODGES AND CHEAP LODGING HOUSES

There is but one municipal lodging house in the Commonwealth known as a "Wayfarer's Lodge," and this is maintained by the City of Boston. It has a capacity for 170 men. No women are lodged.

The other houses are either commercial or supported by charitable corporations. They are located in Boston, Springfield, New Bedford and Fall River, and have a total of 1,700 beds.

The houses upon inspection by a representative of the Department were found to be patronized nearly to capacity. Conditions are satisfactory and in general the houses appear to be supplying a well-needed haven for wayfarers.

COMMONWEALTH OF MASSACHUSETTS
DEPARTMENT OF PUBLIC WELFARE
DIVISION OF AID AND RELIEF
SUBDIVISION OF SUPERVISORY SERVICE

REPORT

December 1, 1942 - June 30, 1943

PUBLIC WELFARE IN WAR TIME-- Even with the nation at war the public assistance program must continue uninterrupted. Despite full employment, the number of individuals and families in need of assistance continues relatively large except in General Relief. Reduction in numbers does not materially lessen the activities of public welfare officials. Rather, in many respects war time activities have increased the operations of state and local officials.

General Relief showed the greatest decline; unemployable cases in the state numbered 4,767 in December 1942, as against 2,285 cases in July 1943, a decline of almost 40%. Those considered unemployable in December 1942 dropped off about 10% in the first half of 1943, from 15,582 in December 1942 to 14,143 in July 1943. Aid to Dependent Children cases averaged 11,623 during 1942, and 9,160 for the first six months of 1943. Old Age Assistance rolls in December 1942 showed 84,775 cases, while by June 30, 1943 the reduction was a little more than 2000. This means that there were in July 1943 still in the three categories around 109,000 cases requiring public assistance.

With war time conditions, changing prices, difficulty in securing the necessaries of life, uncertainties, fears, and complexities of living increasing, the task of administrating public assistance diminishes less than the reduced numbers of recipients would indicate. Added to this is preparation for possible disasters which would accompany war, especially in case of bombings and invasion, and a reduced staff to carry out the program.

A public welfare system must always be prepared to meet emergencies of individual need. Local boards of public welfare are charged with providing assistance and the state department is responsible for leadership and guidance in public welfare operation. When an emergency threatens to create need the state department must set up procedures and be prepared to administer funds to any extent required to meet the need of individuals and families falling in distress.

From the issuance of Executive Order #30 July 16, 1942, the Civilian War Assistance program increased materially the activities of the state department and therefore of the field staff in Supervisory Service. Plans, policies, procedures, forms, and service had immediately to be made available to supply persons in need of food, clothing, medical attention, equipment, transportation, housing, and services connected with any disaster that might occur. These included also provision in case of fuel shortage requiring emergency fuel supplies or rehousing, the care of enemy aliens and their families becoming public charges, shipwrecked seamen, fishermen, repatriates, and any who through enemy action required public assistance, rehabilitation, re-equipment, etc.

The staff was fully organized to work with the Public Safety Committee in its planning and operation, and to cooperate wherever necessary in every activity. To assure proper administration of this program staff members became thoroughly familiar with manuals, procedures, forms, and supplies issued by the Public Safety Committee, federal government, and the department.

District Office workers kept in touch with local boards, helped them draw up their own plans, took supplies to them, and advised them of progress and developments.

Institutes for instructing local officials were held throughout the Commonwealth in twelve different locations during January 1943. State and federal funds were administered wherever needed through the department's field staff and local boards of public welfare. The system was so complete that assistance could be given to the amounts required in any locality in the state within a very few hours.

THE DAILY JOB-- Legal responsibilities of the department for supervision of public assistance administration is implemented through seven District Offices of the Commonwealth staff by workers in the Subdivision of Supervisory Service. This Subdivision is geared to work together with the Bureau of Accounts, Bureau of Research and Statistics, and other subdivisions of the department. Field representatives of the department must be thoroughly familiar with every type of public assistance administered by the local, state, and federal governments. They must be aware of the needs of people of whatever age or circumstance. They realize that the recipient has a right to assistance, to kindly treatment and consideration of all his needs. Not only his financial requirements but his health needs, both physical and mental, including his happiness and contentment must be taken into consideration. They find that sometimes in the same homes live families, members of which may be receiving support from different funds such as Aid to Dependent Children, General Relief, Old Age Assistance, or Aid to the Blind.

Wherever people are aided, treatment by local administrators must meet their needs, and when possible recipients must be made self supporting through rehabilitation. The treatment of one individual, family or group, often vitally affects other. All are citizens of the Commonwealth, and neighbors of self sufficient individuals, and are rarely in need because of their own making or choosing. Their well-being affects all the citizenry. It is therefore important that supervision of local units given by representatives of the department include consideration of the broad scope of life itself and all facilities which may be brought to bear in helping promote the interests of the Commonwealth.

Supervision is getting a job done. It involves knowing how it should be done, skill in helping those who do the job, and in being aware of the scope, requirements, and technicalities of supervision.

To help develop the field staff of the department, and through them the local units, institutes on supervision are arranged for the field representatives. During May 1943 a series of institutes for the entire staff of the subdivision was conducted with the help of a technical consultant of the Social Security Board. During these institutes the job of a local unit which administers public assistance directly to the recipient was analyzed. Each process was considered in order:

1. Application or intake
2. Investigation, including reinvestigation
3. Determination of need for financial distress - budgeting
4. Recognition of other needs mentioned by the applicant or recipient, or observed by the worker
5. Knowledge and use of community resources to meet discovered needs
6. Recording essentials in the above five processes
7. Organization and planning of time, staff development for continued growth and improvement.

It was recognized that in all these processes should be found in local administrators of public assistance kindliness, sympathy, understanding, knowledge of resources to meet the needs of the person requiring help, full explanation to him of his right,

his obligations, and the benefits of the assistance program. For all these privacy in interviewing is highly important. The successful local worker carefully studies the recipient's needs, plans his own work and records all important factors involved to insure full and continuous service to meet his clients' needs, as well as to fulfill the requirements of law.

The state worker's job in supervision was outlined in the institutes to include:

1. Interpretation to local boards of laws, rules, policies, and procedures
2. Organizing and planning his time
3. Purposeful planning, including analysis of the entire local job and the specific problems involved
4. Knowledge and use of community resources to help local units
5. Using his greatest skill in supervision
6. Recording and reporting orally, and in written form, his findings
7. Interpretation for the district and central department offices the local boards' work and problems
8. Developing his own knowledge, skills, and techniques continuously for better standards for his own work and local work which he supervises.

All the state worker's operations are directed to the end that people in need will be assisted in every way possible to their best advantage, consistent with laws, rules and policies governing public assistance.

FACT FINDING-- Factual studies are conducted by the department in order that it may shape its program to meet the needs of people and to progress, to have sound judgment about local and state operations, and to help state and federal legislation.

Field workers in the Subdivision of Supervisory Service have a large part in many fact-finding studies. In some instances they gather material themselves, in other instances they help instruct local units as to how facts may be recorded, always working closely with the Bureau of Research and Statistics. The field staff has assisted with a study of General Relief in order to get a better understanding of the way in which this program is at present conducted, for the use of the department in proposing improvements, for the Social Security Board in recommending to Congress improvements for the national program of public assistance, and to help discover potential manpower for war-time production. The Aid to Dependent Children study was for the same end, as was also the preceding Old Age Assistance study. These studies are of value not only for the purposes stated above but to keep the field workers and the local boards aware of essential factors concerning the program they are conducting. They stimulate both state and local staff to participate in planning for progress and improvements.

The state workers are given information through their staff meetings, about recent thinking in the public assistance field, as for instance the Beveridge Report, which set forth advanced British thinking and was a stimulation to similar studies in America. Some of the content of this report, through state workers was given to many local units. They considered also the findings of the National Resources Planning Board Report, and this attempt at "Planning for Freedom From Want" was made available to staff members for their own thinking and dissemination to local workers.

Administrative reviews by the Social Security Board in sampling and appraising state and local operations in public assistance programs depend much upon the state workers for their preparation, conduct, and follow up to further administration of public assistance throughout the Commonwealth. The state workers themselves

are continuously reviewing local administrative units and their work in many respects through payrolls, through study of individual cases, through conferences with the local administrators, supervisors, and staff, and at times meeting with other local officials such as selectmen, finance committees, and mayors to help solve problems, to gather information, and to facilitate and develop their program.

While the appeal process is the responsibility of the Subdivision of Appeals, state field workers are required to follow through with the local boards and to report findings as to their operations. They take to the local boards information as to procedures to be followed in connection with the appeal process, and assist them in developing their functions in connection with appeal hearings. In the general process of appeals and in the individual findings, as well as in other activities, information found is used to assist the local boards to conform to the state plan of administering public assistance all to the end that those in need may be assured of having their requirements met as a right.

The department's responsibilities to furnish information for legislation in public assistance requires reporting the experience and thinking of local public welfare officials. The department's field staff, in its experience with local administration, is in position to gather this information, and add to it their own experience in supervision. Through the district staff meetings and individual conferences a study of factors pertaining to proposed legislation is brought to the director and commissioner by the district supervisors. Consultation with regard to the bills proposed in the spring of 1943 required much thought on the part of the entire staff in an attempt to give the legislature the best thinking of the department for the operation of public assistance. This was essentially true in connection with Old Age Assistance legislation. This consultation was helpful to the field staff and to the local boards when the bills finally passed for they became familiar with legislative requirements, and this knowledge facilitated the administration of new laws.

For Report of Subdivision of Social Service

for this seven-month period

see report of the subdivision

for year ending ----------June 30,1944

* * * * *

REPORT from December 1, 1942 to June 30, 1943

SUBDIVISION OF APPEALS

Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE APPEALS

General Laws, Chapter 118A, Section 3, as Amended

The number of appeals pending November 30, 1942			276
Appeals received from December 1, 1942 to June 30, 1943			1191
		Total	1467

Appeals acted upon:

No action taken; aid granted by local bureaus	60		
Closed for various reasons	39		
Withdrawn	90		
Died	4		
TOTAL		193	
Cases approved	359		
Cases denied	659		
TOTAL		1018	
Total appeals acted upon			1211
Total appeals pending June 30, 1943			256

Cases investigated — 251
Hearings held ———1042

Reasons for denial by Subdivision of Appeals from 12/1/42 to 6/30/43:

Present allotment sufficient	254
Children able to provide	218
Sufficient resources	76
Unsatisfactory explanation of expenditure of funds	16
Not in need	16
Excessive personal property	18
Not deserving	18
Lack of essentials	13
Not residing on property owned	8
Transfer of property	5
Excessive insurance	4
More than 60 days since last official action of local bureau	3
Other reasons	10
Total appeals denied 12/1/42 to 6/30/43	659

APPEALS RECEIVED FROM DECEMBER 1, 1942 to JUNE 30, 1943

DISTRICT #1

Adams	1
Amherst	2
Bernardston	3
Brimfield	1
Chester	2
Chicopee	4
Gill	1
Granby	1
Greenfield	3
Hatfield	2
Holyoke	11
Lanesboro	2
Lee	6
Ludlow	1
North Adams	2
Northampton	7
Otis	1
Palmer	2
Pittsfield	6
Russell	1
South Hadley	1
Springfield	48
Wales	2
Ware	2
West Springfield	5
Westfield	1
Williamstown	2
Windsor	2
Total	122

DISTRICT #2

Clinton	4
Fitchburg	2
Framingham	2
Gardner	1
Hudson	2
Lancaster	2
Leominster	5
Marlboro	3
Maynard	3
Natick	6
Oxford	1
Pepperell	1
Southbridge	1
Sterling	1
Uxbridge	3
Worcester	25
Total	62

DISTRICT #3

Andover	1
Beverly	2
Boxford	1
Danvers	1
Dracut	2
Georgetown	1
Gloucester	12
Haverhill	32
Ipswich	1
Lawrence	12
Lowell	19
Newburyport	10
Merrimac	4
North Reading	2
Peabody	4
Reading	1
Salem	4
Wilmington	1
Total	110

DISTRICT #4

Arlington	21
Belmont	1
Chelsea	9
Lexington	1
Lynn	59
Malden	24
Marblehead	1
Medford	16
Melrose	9
Nahant	1
Needham	3
Newton	35
Revere	19
Saugus	8
Stoneham	4
Swampscott	7
Wakefield	11
Waltham	39
Watertown	8
Winchester	4
Winthrop	7
Woburn	2
Total	289

APPEALS RECEIVED FROM DECEMBER 1, 1942 to JUNE 30, 1943

DISTRICT #5

Abington	9
Attleboro	4
Avon	3
Bellingham	1
Braintree	4
Brockton	31
Canton	1
Dedham	2
Easton	1
Franklin	3
Hingham	2
Hull	1
Medfield	2
Middleboro	6
Milton	4
Norwell	2
North Attleboro	2
Plymouth	1
Quincy	20
Raynham	1
Rockland	1
Scituate	2
Taunton	1
Walpole	2
Westwood	1
Weymouth	16
Whitman	2
Total	125

DISTRICT #6

Barnstable	2
Bourne	3
Brewster	1
Dartmouth	8
Dennis	1
Dighton	1
Fall River	37
Harwich	1
Lakeville	1
Mashpee	1
Marion	1
Mattapoisett	1
Nantucket	1
New Bedford	37
Swansea	2
Yarmouth	1
Wareham	2
Wellfleet	1
Total	102

DISTRICT #7

Boston	306
Brookline	3
Cambridge	42
Everett	5
Somerville	25
Total	381

TOTALS

District #1	122
#2	62
#3	110
#4	289
#5	125
#6	102
#7	381
Total	1191

REPORT from December 1, 1942 to June 30, 1943

SUBDIVISION OF APPEALS

AID TO DEPENDENT CHILDREN APPEALS
Louis R. Lipp, Supervisor
General Laws, Chapter 118, Section 8, as Amended

Number appeals pending November 30, 1942	15
Appeals received from December 1, 1942 to June 30, 1943	43
Total	58

Appeals acted upon:

No action taken; aid granted by local boards	2	
Withdrawn	3	
Approved	23	
Denied	19	
TOTAL APPEALS ACTED UPON		47
Total appeals pending 6/30/43		11

Appeals investigated	8
Hearings held	43

Reasons for denial by Subdivision of Appeals from 12/1/42 to 6/30/43:

Sufficient income	7
Present allotment sufficient	3
Does not meet qualifications of ADC law	3
No evidence husband incapacitated	3
Husband no longer incapacitated	1
Excessive personal property	1
Not acting as parent	1
TOTAL APPEALS DENIED 12/1/42 to 6/30/43	19

AID TO DEPENDENT CHILDREN

TOTAL APPEALS RECEIVED FROM DISTRICTS from 12/1/42 to 6/30/43:

District #1

Chicopee	1
Pittsfield	2
Springfield	1
Total	4

District #2

Rutland	2
Webster	1
Total	3

District #3

Newburyport	1
Total	1

District #4

Arlington	1
Malden	4
Newton	1
Wakefield	1
Waltham	3
Watertown	1
Total	11

District #5

Brockton	1
Duxbury	1
Middleborough	1
Norfolk	2
North Attleborough	2
Plymouth	1
Stoughton	1
Taunton	1
Weymouth	1
Total	11

District #6

Fall River	4
Swansea	1
Total	5

District #7

Boston	6
Somerville	2
Total	8

District #1	4
#2	3
#3	1
#4	11
#5	11
#6	5
#7	8
Total Received	43

B U R E A U O F R E S E A R C H A N D S T A T I S T I C S

JOHN H. MONAHAN, SUPERVISOR OF WELFARE STATISTICS

The Bureau of Research and Statistics completed six and one-half years at the end of June 1943. The personnel, appointed under Civil Service regulations, consists of a Supervisor of Welfare Statistics assisted by Senior Statistical Clerks and a Clerical and Stenographic force totaling 23 persons.

On February 1, 1943 Mr. John H. Monahan was appointed as Supervisor replacing Major John J. Donnelly who was serving with our Armed Forces.

The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principal types of relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may, from time to time, require and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.

2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into county and state totals.

3. Statistics of Soldiers' Relief granted under the laws of the Commonwealth and the regulations of the Department of State Aid and Pensions. Through the courtesy of the Department of State Aid and Pensions, the Bureau was given the opportunity to collect data on the number of cases, the number of persons represented, and the amount expended monthly by each city and town.

4. Statistics of other types of aid and assistance administered by other state and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies;--Department of Education, Division of the Blind, Federal Old Age Insurance; Unemployment Compensation Commission; and the Surplus Commodities Division of the Department of Public Welfare through March of 1943.

5. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Division on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted us to republish their figures.

6. Statistics relative to the social phases of the various types of relief administered by the department, collected on prescribed Social Data Cards.

7. Studies on the Characteristics of Recipients of General Relief and Aid to Dependent Children are in process during this period.

The staff of the Bureau includes several different Civil Service Classifications, the most numerous of which is the Senior Statistical Clerk of which there are twelve.

The Bureau is organized so that the compiling and tabulating work is apportioned by type of relief among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers having the requisite qualifications required to perform the assignments.

In addition, to complete files of the various types of relief statistics for each city and town, the Bureau maintains up-to-date records for the several counties and for the Commonwealth as a whole. Data are published currently in a variety of forms; for example, for the individual cities and towns and in summaries. The following Table will serve to illustrate this and the figures presented may be useful to interested readers.

TABLE I

Average monthly case load and total expenditure for the period January 1, 1943 to June 30, 1943* in Massachusetts by district & municipality

District	Total expenditure-direct and indirect	OLD AGE ASSISTANCE			AID TO DEPENDENT CHILDREN			GENERAL RELIEF			
		Ave. case load	Direct expenditure	Indirect expenditure	Aver. case load	Direct expenditure	Indirect expenditure	Aver. case load	Cash and kind expenditure	Hospital and medical	Burial
TOTAL	$24 738 990	83 539	$17 371 181	$170 077	9 157	$3 602 895	$2 333	18 869	$3 043 094	$488 915	$60 495
DISTRICT I	2 832 452	10 269	2 139 631	31 158	709	262 399	221	1 729	258 856	131 474	8 715
DISTRICT II	3 284 974	11 606	2 414 571	21 308	917	344 837	424	2 360	462 132	44 543	7 159
DISTRICT III	3 396 099	12 202	2 511 955	25 519	949	367 138	89	2 440	366 662	117 254	7 482
DISTRICT IV	3 301 876	10 829	2 238 398	23 866	1 267	509 668	1 369	2 805	448 323	73 171	7 081
DISTRICT V	2 923 972	10 413	2 184 277	27 205	884	368 211	29	1 687	280 326	58 779	5 145
DISTRICT VI	2 201 948	8 200	1 683 126	14 693	659	231 797	10	1 795	227 831	37 141	7 551
DISTRICT VII	6 797 669	19 921	4 199 224	26 328	3 772	1 518 845	191	6 353	1 009 164	26 553	17 364

* Unrevised figures

The regular monthly summaries submitted to Washington, compiled from the individual city and town reports, and covering the various types of relief, show the case load, expenditures and average expenditures per recipient.

The Old Age Assistance case load continued to decline during the period January through June of 1943 showing a decrease of 2 127 cases for that period. The expenditures, however, did not follow this decrease in case load, but remained fairly constant.

During the first six months of 1943, the following payments were granted to recipients of Old Age Assistance exclusive of retroactive and indirect payments:

TABLE II

Old Age Assistance

January--June 1943*

1943	No. of cases	Amount expended	Average per recipient
January	84 544	$ 2 887 734	$ 34.18
February	83 964	2 896 296	34.49
March	83 581	2 905 944	34.77
April	83 200	2 901 558	34.87
May	82 884	2 887 799	34.84
June	82 417	2 890 915	35.08
Total	500 590	$17 370 246	$ 34.69

* Revised figures

During this period the total expenditure of $17 370 246 was borne; $7 417 094 by the federal government, $7 034 950 by the State and $2 918 202 by the cities and towns.

Aid to Dependent Children continued to show a decline in cases and children. A decline in expenditures was also noted for this period but lagged behind the decrease in case load.

TABLE III

Aid to Dependent Children

January--June 1943*

1943	Families	Children	Amount expended	Av. per family	Av. per child
January	9 886	24 158	$ 631 363	$63.86	$26.13
February	9 458	23 613	620 934	65.65	26.30
March	9 145	22 455	611 501	66.87	27.23
April	9 024	22 179	601 207	66.62	27.11
May	8 831	21 888	574 656	65.07	26.25
June	8 620	21 503	563 206	65.34	26.19
Total	54 964	135 796	$3 602 867	$65.55	$26.53

Of the total expenditure of $3 602 867, the federal government paid $799 836, the State, $1 199 755 and the cities and towns, $1 603 276

*Revised figures

General Relief during the period January through June of 1943 continued to decrease both in family cases and single cases. Expenditures showed a sizeable decrease during this period.

TABLE IV

General Relief

January--June 1943*

1943	No. of families	No. of single residents	Total No. of cases	Amount expended	Av. per family	Av. per sin. res.	Av. per case
J	8 269	12 179	20 448	$ 536 909	$30.56	$23.25	$26.21
F	7 698	12 104	19 802	506 743	31.11	22.00	25.54
M	7 621	11 900	19 521	536 207	32.31	24.28	27.42
A	7 182	11 630	18 812	533 215	33.75	25.01	28.34
M	6 660	11 176	17 836	472 239	31.05	23.75	26.48
J	6 292	10 816	17 108	462 719	32.36	23.96	27.05
Total	43 722	69 805	113 527	$3 045 032	$31.81	$23.69	$26.82

*Revised figures

The federal government bore no share of the $3 045 032 expended for General Relief. The State paid $706 447 while the major portion, $2 338 585, was paid by the cities and towns.

In addition to the regular periodic reports submitted by the Bureau to Washington and used by the Department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. The greater number of such requests this year as compared with last year indicates not only the growing interest in the welfare problem from a statistical viewpoint, but, in a measure, evaluates the work of the Bureau as a public agency. Such organizations as chambers of commerce, taxpayers' associations, private welfare units and universities frequently ask for data which the Bureau has available and such requests are always welcome.

The collection of figures on local Aid to Dependent Children administrative expenses continued during the year as a regular reporting procedure for which the Bureau made up reporting forms and instructions for the use of the local boards. This information is collected semi-annually so that reimbursement to the state, cities and towns from federal funds for Aid to Dependent Children administration expenses will be forthcoming.

Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law. Except for those changes, the collection and compilation of our basic statistical data continued much the same as in the previous year.

Figures were prepared by this Bureau for the Commissioner on Taxation for the distribution to the various cities and towns of their share of the meal tax.

In conclusion, it may not be amiss to repeat what was expressed in the previous years' reports. As the work of the Bureau progresses, it is anticipated that it will improve in quality, where the possibility of improvement exists, and that its scope will be progressively wider. It is planned as time goes on to give increased attention to the research phase of the work in which there are almost unlimited possibilities. Efficient and effective services to the Commissioner and other policy making officials of the department, to the cities and towns and to all state agencies, public or private, are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau. Finally we wish to thank all the many cooperating individuals and agencies for their assistance during the year with the assurance that any facts or figures in our possession are always available to them.

BOARDING HOMES FOR AGED PERSONS
1943

G. Frank McDonald, Supervisor

In Massachusetts today in 182 cities and towns there are operating 778 licensed homes for aged persons. During the year 1943, 132 new applications were received, 111 licenses granted, 572 licenses renewed and 54 licenses cancelled.

The law providing for the licensing of these homes was enacted in 1929 when evidence was shown the Department of Public Welfare that abuses against the interests and well-being of the inmates of these homes were being practiced. The law provides that whoever maintains a home in which three or more persons over the age of sixty years and not members of his immediate family are provided with care shall be deemed to maintain a home for aged persons, and the Department of Public Welfare is delegated to issue licenses and to make, alter and amend the rules and regulations for the government of such homes. These licenses are issued for a term of two years and may be revoked at any time by the Department for cause, and carries a penalty of $500. for the first offense and two years in jail for the second offense for failure to license. It further provides that any person proposing to enter into a contract to provide care incident to advanced age, for life or for more than five years, for any person over sixty years of age and not a member of his family shall report this fact immediately to the Department and shall, before entering into or receiving any consideration under such a contract, deposit with the State Treasurer a bond in a sum and in amount satisfactory to the Department as security for the proper care of the aged persons.

One of the most extraordinary developments of recent years has been the mushroom growth of this new enterprise, boarding homes for aged persons. The problem of regulating these homes has increasingly occupied our attention to the end that in 1940 we revised the rules and regulations.

The law governing these homes specifically refers to these as Homes for Aged Persons. To eliminate confusion the Department has now for the purpose of these regulations determined that:

1. A convalescent home or hospital, rest home, home for the aged, nursing home or other institution of similar character, regardless of designation, caring for three or more persons over the age of sixty and not incorporated under the law of Incorporated Charities shall be deemed a Boarding Home for Aged Persons.

2. No person suffering from a contagious disease shall be admitted.

3. No boarding home shall provide pre-natal care or admit maternity cases. (Chapter III, Sections 71-73.)

4. No boarding home shall admit or care for persons who are suffering from insanity, epilepsy, abnormal mental conditions, or those who are addicted to the intemperate use of narcotics or stimulants so as to have lost the power of self-control.

5. Homes caring for convalescents and the chronic sick shall make provision for necessary medical care by a medical doctor registered under the General Laws of Massachusetts. (Chapter 112, Sections 2-12a.)

6. Homes caring for convalescents and the chronic sick shall have the resident supervision of a nurse registered under the General Laws of Massachusetts. (Chapter 112, sections 74-81.)

7. No boarding home shall keep within its confines opium, morphine, cocaine, heroin, codeine, or other habit-forming drugs as defined in Chapter 94, section 197 of the General Laws, or a hypodermic needle or syringe or other instrument adapted for the use of narcotic drugs by subcutaneous injection, excepting that a registered nurse may keep in her possession a hypodermic syringe or needle and may have in her possession and administer said drugs only under the specific direction of a physician as provided for in Chapter 94, sections 197 and 211. An accurate record must be kept of all such treatments.

8. All poisonous substances must be plainly labelled and kept in a locked closet or cabinet.

9. Patients shall occupy sleeping rooms on the second floor of any building only when two separate exits consisting of separate stairways, front and rear, are provided. A single interior stairway may be supplemented with exterior stationary fire exits.

10. Patients may occupy sleeping rooms above the second floor only in buildings of first-class fireproof construction.

11. All rooms must be outside rooms with a minimum of 800 cubic feet of air space allowed for each person. Dormitories shall be limited to six (6) beds.

12. All beds used for patients shall be at least 36 inches in width, six feet in length, and so spaced to permit freedom of movement on three sides.

13. Patients' quarters shall not be locked, hooked or fastened in any manner.

14. Adequate toilet facilities must be available on each floor where five or more patients are being domiciled.

15. Instructions governing emergency exit in case of fire must be posted in each room.

16. Dietary schedules must be maintained and a record of such accurately kept for inspection by the Department.

17. A register approved by the Department, showing the record of each patient must be maintained.

18. All homes operated under a license granted by this Department shall be so conducted as not to become a nuisance to, or an annoyance in, the community where located.

The Department has now classified the licensed Boarding Homes for the Aged into two classes, A and B.

The Class A home is a home where the facilities of a registered nurse or a graduate nurse of an accredited nursing school are obtained. This type of home shall be qualified to care for persons who need expert care as determined on the advice of a physician or hospital.

The Class B home is a home where the facilities of a practical nurse who has had some experience in caring for the aged are obtained. This type of home shall be qualified to care for persons who are afflicted with ills incident to old age, or those without family accommodations and needing some kind of custodial care.

A list showing the classification is sent to all our district offices for distribution to bureaus in their area, to hospitals and to private agencies for their use.

Our law provides that any suitable person may maintain a home, but the Department of Public Welfare may prescribe the conditions under which a license shall be granted. The applicant must have the approval of the chairman of the local board of public welfare and the recommendations of three physicians. On the acceptance of this application, the building inspector of the community is requested to visit the proposed premises and to determine whether or not they meet the local building requirements. Alterations or additions ordered by him must be accomplished. A visit is then made them by the Department's inspector who determines the quota, adequate toilet facilities, the erection of partitions and elimination of fire and health hazards. When this is completed, the license is approved for the signature of the Commissioner.

In the supervision of these homes the inspection form is comprehensive, going into every phase of the problem to guarantee the comfort, and care of the old people. We must be alert when a home is found not paying its bills as it is in these homes that violations mostly occur.

Again it is the zealousness of those making the inspection that will maintain a high standard of homes. In this connection we receive the co-operation of the local visitors who consistently go into these homes and report any violation to the Department.

It is customary to warn the proprietor when a violation is occurring, and when no heed is taken, then we remove the license. The causes generally are for overcrowding, insufficient and poor food, intoxicants, and ill-treatment of patients. We anticipate and do receive strong opposition when a license is removed. Political influence is customary, but this pressure is favorably met by showing that it is an involvement of human misery, and it does not, in consequence, become a deterrant in our action. In 1943 six licenses were removed and twenty were placed on probation.

In construction the boarding homes are amazingly alike. The homes are usually in houses built during the days when rooms were large and house plans rambling. They are ideal for this work, particularly large estates that have been abandoned or have been foreclosed. The trouble with these latter is that too often they are, as would be expected, in zoned areas. The Department quite often uses its influence with appeal boards in asking for the grant of a variance, with good success.

It is with the homes that make a specialty of accepting Old Age Assistance and Dependent Aid cases, and are paid the minimum of $40.00 in our State for board that constant supervision is required. The homes that feature private patients generally are splendidly and satisfactorily operated.

In the cheaper priced homes the tendency is to overcrowd, scimp on food, and practice other economies that have our disapproval. It is

very difficult at times to catch violations, and the inspector has to rely on his observations, because it is nearly impossible to get a recipient to disclose that he is dissatisfied for fear of possible reprisals in the home. A successful method to obtain reliable evidence, when our suspicions are aroused, is to seize their register and contact the relatives of the patients. Invariably they will confirm our suspicions upon the promise of keeping the matter confidential.

We do not restrict the number of homes in a city as it is felt, providing they meet the requirements, that competition betters conditions. The Department has classified the homes into two groups, those that have a registered or graduate nurse and those without. In doing this the Department has in a large measure had good success. Situations where the patient needed expert care and was being sent to a home where this care did not exist have been controlled. There is great need of a statutory law to establish the licensing of convalescent or nursing homes apart from homes for the aged.

Our classifying the homes is only scratching the surface. The original intent of the law was to control homes for the aged. In giving our Department the responsibility of setting up the rules and regulations for such homes we are confronted with the situation where we have made rules and regulations for such homes and then attempt to have them apply to nursing homes which require definitely different rules.

SEMI-ANNUAL REPORT
COMMODITY DISTRIBUTION DIVISION
JANUARY 1st, to JUNE 30th, 1943

INTRODUCTION

Commodity Distribution was continued in the first six months of 1943, however, this period ushered in many changes in policy and procedures on the part of the Federal agencies.

The Work Projects Administration curtailed its employment program drastically and also announced that WPA would be liquidated on June 30, 1943.

The Food Distribution Administration also announced that the Food Stamp Program would be discontinued on February 28th, 1943 and that "Direct Distribution" would be discontinued on June 30, 1943, this latter decision was subsequently modified on June 15, 1943.

New methods of operating the "Relief Milk Program" and "School Lunch Program" were made to meet changing economic conditions brought about by the war. These changes and the reasons for them will be explained in the following section of this report.

COMMODITY DISTRIBUTION

a. Direct Distribution. The first change occurringin 1943 affecting this method of commodity distribution was in connection with the distribution of fluid milk to eligible families certified by local relief agencies.

As explained in prior reports the distribution and sales of milk was handled by the Division through "milk depots" staffed with WPA employees and supervised by State employees.

In December of 1942 it became apparent that this method of distributing milk could not be continued because of the decline in available personnel from WPA rolls. This together with the fact that even employees on a non-relief basis were not available because of increased demands in industry decided us on a change.

A plan similar to the Food Stamp Plan was started on February 1st, 1943, which plan provided for the distribution of milk through established commercial retail stores.

Through this plan the division released approximately 400 WPA employees who were for the most part absorbed by private industry the balance being transferred to other projects still operating.

In proposing this new plan we had in mind the many difficulties the Milk Distributors were having operating their businesses due to the war effort, such as shortage of personnel, tires, gasoline and many government regulations issued in connection with these problems. We believed that the new plan would fit in better with their normal business activities and on an overall basis be a more economical one to operate.

Our contentions in respect to this were borne out by the savings affected in our operating expenses and the ready acceptance and approval of the plan by the Milk Distributors and Retail Stores cooperating in the program.

Under this plan contracts were entered into by the Food Distribution Administration with Milk Distributors wishing to take part in the plan, who were known as "participating handlers". All payments by the Division and the FDA were made directly to the participating handlers.

The plan provided for a payment of 4.8 cents per quart for milk sold to eligible recipients by the Food Distribution Administration, based on a price of $3.39 per hundred weight for milk containing 3.7 percent of butterfat. It was further provided that the rate of payment would be correspondingly increased or decreased if the price varied above or below $3.39 per hundred weight. In addition the Division paid the participating handlers at the rate of 6 cents per quart, making a total payment of 10.8 cents per quart based on the 3.39 price.

The local public welfare departments sold or issued milk coupons to eligible persons. Each coupon entitled the relief recipient to secure a quart of milk at a participating retail store without further payment. The coupons received were turned over by the

retail stores to participating handlers, whose milk was exchanged for the coupons as credit for completed sales. For this purpose, cards were supplied by the Division to the handlers who in turn distributed them to retail stores for affixing the milk coupons.

The plan was designed to enable handlers to pay retail stores a margin of ½ cent per quart for milk delivered to relief recipients in exchange for milk coupons.

Retail Stores made their own arrangements with participating handlers to take part in this program. All transactions by the Division and the Food Distribution Administration were with "participating handlers". Except for familiarizing retail stores with the details of the program, neither of the above agencies had any contractual relations with the stores.

The milk coupons provided by the Division were printed on special paper by the American Bank Note Company and were protected by secret markings contained in the engraving so that they could not be counterfeited easily.

Notice was received in April 1943, that the Low Cost Milk Program would be discontinued effective June 30, 1943.

Of all the various milk programs operated during the period 1935 to 1943 we believe this one to have been most successful.

Should milk again be available for distribution we would recommend that it be conducted in the same general way.

The Food Distribution Administration announcing the discontinuance of the milk program in April also announced that "direct distribution" would be discontinued effective June 30, 1943 and that all commodities not distributed as of that date were to be redonated to the Food Distribution Administration.

The WPA also advised us that the Commodity Distribution Project would be discontinued effective March 15, 1943.

As a result of these two announcements the Division took immediate steps to liquidate its activities.

With the loss of all WPA personnel and the fact that there was on hand over 8 million pounds of foodstuffs and almost a million articles of clothing on hand it can readily be seen that the Division was confronted with quite a task.

With the discontinuance of WPA assistance the Division transferred the supervisory WPA personnel employed in the warehouses together with a skeleton group of laborers and clerks to the State payroll in order to carry out the liquidation in an orderly manner. Local communities wishing to continue their activities until June 30th, took over the WPA employees working locally or if not suspended distribution as of that date and returned any existing inventories to the district warehouse.

On June 13th, 1943 the Food Distribution Administration announced that direct distribution activities would be continued on a limited scale and made the following statement: "Certain commodities may still reach peak production at a time which will tend to react unfavorably on markets temporarily and geographically. The Department will continue to meet these local and temporary situations by direct purchase and distribution aimed at stabilization of markets, as directed by Congress".

Therefore, based on this information the Division retained a skeleton organization of 30 employees and continued to operate warehouse receiving points in the State. These were located in the following locations: Boston, Fall River, Haverhill, Worcester and Springfield.

On June 30th, most of the commodities on hand had been distributed or redonated to the Food Distribution Administration. The WPA manufactured clothing was distributed to city and town welfare departments, local charitable institutions and state and local eleemosynary institutions. A small supply of both food and clothing was retained in each of our warehouses to meet any civilian war emergency that might arise.

In the period January 1, 1943 to June 30, 1943 the Division distributed 10,101,738 pounds of food and 790,390 pieces of clothing and household articles having a combined value of $ 1,373,642.48.

b. Stamp Plan Program. The Stamp Plan was in operation in 48 cities and towns when suspended on February 28th, 1943. In these two months of 1943 Orange Stamps in the amount of $521.024.5 were sold to approximately 21,891 cases and as a result blue stamps in the amount of $260,512.5 were furnished free resulting in an increase of 50% in the food budgets of these families participating.

This plan was approved by all groups participating and it appears to be the method of distribution which all groups would like to see reinstated if distribution of surpluses on a large scale was required.

c. School Lunch Program. This program continued to operate throughout the school year ending June 30, 1943, with the use of commodities received from direct distribution program. There were, however, several problems which threatened to curtail the operation of the school lunch program.

The most important of these being the decision of the Food Distribution Administration to curtail direct distribution and the loss of assistance from WPA in the form of labor.

Superintendents of Schools and other sponsors of school lunch programs receiving assistance from WPA were invited to meetings to discuss problems and to involve plans for continuing these programs under the sponsorship of the School Department or some other agency. As a result of these meetings of the 50 cities and towns receiving WPA assistance, 33 cities and towns will continue to operate their School Lunch for the balance of 1943, 17 were closed for lack of funds. Of this number it is expected that many will find some method of operating when the schools re-open in September 1943.

A total of 1069 schools with an enrollment of 140,934 children participated in the 1942-1943 school year.

It is most desirable at this time that school lunches be continued, especially during the war emergency, with more mothers working and more older children employed in part-time work in industry and on the farms, it is more important than ever that a

nourishing hot lunch be provided for school children. The Division hopes that some plan will be evolved so that the good work that has been done by all the agencies interested in child feeding may be continued.

ORGANIZATION AND FACILITIES

As would be expected the changes in policy and procedure outlined in the foregoing sections of this report brought about many changes in the facilities and personnel required to continue commodity distribution.

With the discontinuance of the WPA project on March 15, 1943 and the abandonment of the Federal Food Stamp Plan on March 1, 1943 together with advice from the Food Distribution Administration that "Direct Distribution" of commodities would be stopped on June 30, 1943, plans were immediately made to close existing facilities and curtail unnecessary personnel.

During this period of liquidation it was necessary for the Division to employ temporarily the personnel at the 28 warehouses in order to conduct an orderly liquidation of the supplies on hand. Therefore, the department transferred 197 of the personnel formerly paid by WPA at the warehouses. The personnel employed in the distribution centers was employed by the cities and towns desiring to continue distribution until June 30, 1943 those not desiring to continue returned the supplies on hand to the district warehouses.

The majority of cities and towns continued distribution until June 30, however, only 30 communities continued operations after this date.

The Food Distribution Administration as was previously mentioned advised us that "Direct Distribution" would be discontinued on June 30, however, this was rescinded on June 15, 1943, and notice was received that they desired to continue facilities for distribution to schools, institutions and relief recipients. They would make no definit forecast of what commodities might be available so the Division decided to retrench to a minimum and yet be in a position to receive any commodities that would be offered. It was decided to maintain five carload lot receiving points in areas which would best serve all communities in Massachusetts desiring to continue participation in the progra

The locations selected were, Springfield, Worcester, Haverhill, Fall River and Boston. With the exception of the Boston Warehouse we were successful in obtaining these locations at no cost.

On June 30, the Division was employing 99 persons of which it was anticipated that 57 would be dropped as their services would no longer be required due to the decline in caseload and supply of food.

No definite plans for the future could be made as legislation governing operation of the Federal programs had not been passed at the close of the fiscal year ending June 30, 1948 by Congress. It was possible to anticipate, however, based on legislation pending that a limited "Direct Distribution" program would be continued and an expanded "School Lunch" program could be expected so that a skeleton organization was maintained to meet future needs.

SALVAGE OF COMMODITY CONTAINERS

Empty containers such as egg crates, grapefruit boxes, potato and flour bags, vegetable baskets, lard drums, etc., were accounted for in the same manner as merchandise. Containers not salable were used in distribution and issued to clients for kindling and other purposes, or donated to agencies for use on public projects. Bids were taken on all salable items from time to time at district warehouses, and the proceeds of sales were turned over for deposit in a special Commodity Salvage Fund maintained at the State Treasurers Office. Total receipts from sales of salvaged containers during the period of January 1, to June 30, 1948 amounted to $6,323.78.

DIVISION OF CHILD GUARDIANSHIP

Marion A. Joyce, Director.

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The seven months' period from December 1, 1942 when the last fiscal year ended to July 1, 1943 when the new fiscal year began was a very eventful one for the Division of Child Guardianship. During it there occurred some changes in legislation affecting the Division; the allowance of some additional personnel and space; increases in the rate of board paid for the children in foster homes; an increasingly acute shortage of foster homes; the development of a temporary home-finding unit; Participation in the 'Share-Your-Home' Campaign; the assumption of responsibility in planning for any evacuation of children apart from families, and for day-care of the children of working mothers.

Legislation.

Four bills were passed by the Legislature just prorogued that were of importance to this Division.

Chapter 13 of the Acts of 1943 amends Section 14 of Chapter 273 of the General Laws (Ter. Ed.), as the Division requested, so as to prohibit the court from committing illegitimate children under this statute to the Department. Clearly, such commitment had never been the intent of the law. In the infrequent instances of commitment under Section 14, we have had admissions that the parties securing the commitment had used it as a last resort because they believed the children in question would profit by coming under the care of the Department and knew no other way to arrange it.

she or her supervisor then refused the home the decision has stood. Two homes listed as approved (one found by the unit and the other referred by a visitor) were refused in this way. At the same time visitors and supervisors have accepted the unit's rulings in refusing homes they way. At the same time visitors and supervisors have accepted the unit's rulings in refusing homes they would have used.

Foster Homes Approved by Homefinders
Types, Sources and Use

		In Use		Used and Withdrawn		Not Used	
Types of Foster Homes	Total	Leads from Visitors	Search & SYHC	Leads from Visitors	Search & SYHC	Leads from Visitors	Search & SYHC
Total	91	17	33	1	2	14	24
Temporary children 3-12	5	0	4	0	1	0	0
Quarantine	2	0	2	0	0	0	0
1 or more babies*	20	5	10	0	0	2	3
1 child 3-12	34	9	8	0	0	6	4
2 or more children 3-12	17	2	5	0	0	3	7
1 girl over 12	8	1	2	1	0	3	1
1 boy over 12	1	0	0	0	0	0	1
Feeble-minded children	4	0	2	0	1	0	1

*Under 3 years

Of the 91 approved homes investigated by the unit, seven (7) that came through the Share Your Home With a Child Committee and the special

Chapter 87 of the Acts of 1943 amends Chapter 273 of the General Laws, giving the Boston Juvenile Court jurisdiction concurrent with the Municipal Court of Boston on complaints against parents of children who are before the Boston Juvenile Court as neglected. Parents placed on probation in this court for the neglect of their children shall be supervised by the probation officers of the Municipal Court. This legislation is in line with a general trend in the courts toward prosecution of parents of neglected children rather than merely that of the children. Since culpability of the parents must be proved before children can be adjudged neglected, the particular set-up in Boston had been awkward and this new legislation avoids the duplication of hearings.

Chapter 264 of the Acts of 1943 amends Section 4, Chapter 31 of the General Laws by adding one paragraph and provides for social workers and clerical employees in towns whose salaries and expenses are paid in whole or in part by United States Grant through the Child Welfare Sergices to come under the Civil Service.

Chapter 504 of the Acts of 1943 amends Chapter 47 of the General Laws and provides for court order about payments for the support of certain neglected children. It is expected that through this measure we may collect considerably more reimbursement for the support of children.

Personnel and Space.

Just at the end of this period the Legislature - while denying most of the requests for personnel to reduce the existing inadequacies, including a supervisor and clerical assistance to enable the Division to open a branch office in Springfield that would take care of its work

in the four western counties - granted the addition of one (1) head social worker, three (3) social workers and four (4) junior clerks and stenographers, as well as the reallocation of two (2) messengers' jobs (which the low salary has made it impossible to keep filled since the employment market has changed so radically) to junior clerkships. It is hoped that all these positions may soon be filled. The new head social worker will make it possible to have three units instead of two with more adequate supervision of thirty-six (36) women visitors and four thousand four hundred (4,400) children in foster-home care.

The acquisition of Room 136 early in 1943 was a great boon to the Division as it provided ample space for two staff units.

Board Rate.

Whereas the increase of $.50 a week granted in the Spring of 1942 was insufficient to meet the increase in food prices, with resulting loss of foster homes, complaints from foster mothers, inadequate diets - especially in reference to fresh milk - for many children, further increase was desperately urged upon the 1943 Legislature. In March an additional $.50 a week was granted; and after continued supplication another $.50 a week in June, together with the funds needed to raise the temporary home rate to $8. a week.

Foster Home Shortage.

The situation with regard to foster home supply and demand discussed in the last Annual Report proceeded daily to become more acute. By the middle of the seven months' period just ended there were not nearly enough possibilities of foster home placement, crowding

having been carried to the limit; there was consequent over-crowding of the temporary homes; and new children were still arriving at a rate that threatened disaster. The last resort of using available institutional placements was considered and rejected, and it looked on many days as if either the new children would have to be bedded down overnight in the State House or taken home singly by members of the staff. The increases in board rate were sought not only because in simple justice they were due - and long overdue - loyal foster mothers; but because they would be some inducement to offer potential foster mothers. Particularly in the case of temporary homes, now of greater importance than ever due to the pressures described, the problem of decades in attempting to secure enough in number and calibre with sub-standard board rates had to be faced. The final rat4s of June 1943 were a tremendous relief to the staff and foster mothers, and should do much to help the agency meet its current problems. The Reception unit, which has taken responsibility for the supervision of the temporary homes, was able - with the increase of as much as $3. a week in some cases in the board rate paid to temporary homes - to require needed improvements in standards of care given.

Home-Finding.

While the visitors, whose large case-loads had never allowed them sufficient time for home-finding, were frantically busy transferring children from foster homes being given up week after week as a result of all the factors mentioned in the last Annual Report, they naturally had less time than ever for home-finding just when the

need of it was greatest. Once again some of the Child Welfare Services' surplus, with the consent of the Children's Bureau, was given to the child-placing section of the Division of Child Guardianship for a temporary experimental unit of home-finders.

Home-Finding Unit.

Since 1939 when the women who used to board children began going into war industry there has been a growing shortage of foster homes. In November, 1942, the Division of Child Guardianship had only 2407 homes in use as against 2780 in May 1941; and as over 100 children were being received each month this loss of 370 boarding homes led to serious overcrowding, especially in the temporary homes. At the same time applications fell off from 1550 in 1939 to 1150 in 1942 and many of the new homes proved to be of poor calibre. In the month of January 1943 only 20 applications were received and, as the proportion usually approved is 20 per cent, the children's situation became serious.

In an attempt to meet this shortage Child Welfare Services set up a home-finding unit in the Division of Child Guardianship on February 1, 1943. The United States Grant for this purpose can probably maintain it until December 1.

The Boston Children's Aid Association gave one of its home-finders, Miss Anne B. Stedman, a leave of absence to act as a supervisor, and another home-finder began work with her February 1. A third was appointed February 8 but has been working only three days a week since April 12. On February 15 a fourth home-finder joined the unit and a fifth on June 1. Part-time stenographic help had been provided until May 11 when a full-time secretary was appointed.

The unit has used three methods of adding to the number of foster homes: (1) getting homes into use by making full or partial investigation, when district visitors asked this, of applications already on hand, (2) finding new homes through special search and advertising, then investigating them, and (3) investigating applications referred by the 'Share Your Home With a Child' Committee. At the same time the unit set itself a higher standard of investigation, believing that the better an agency and its foster parents understand each other the longer the homes give constructive care.

Foster Homes Investigated at Request of Visitors

Total Applications	Approved	Refused or Withdrawn	Pending
84	32	46	6

These 84 homes came to the Division of Child Guardianship by direct application and were assigned to the home-finders for investigation because the visitors needed them promptly. To get new applications as well, the unit at once began a special search. Instead of turning to foster mothers from whom the visitors got their new leads, the unit interviewed other key people in communities near Boston. At the same time 12 "blind" advertisements were inserted, five (5) in local and seven (7) in Boston papers.

Foster Homes Found by Special Search
Sources and Dispositions

111 Personal Sources	Total	Visited			Not Visited	
		Approved	Refused or Withdrawn	Pending	Refused or Withdrawn	Pending
Total	137	17	85	7	0	28
7 Priests	8	0	6	1	0	1
6 Ministers	10	1	9	0	0	0
2 Doctors	3	1	1	1	0	0
13 Nurses	10	1	8	1	0	0
5 Schools	33	2	6	0	0	25
4 Policemen	2	0	2	0	0	0
23 Social Workers	25	3	21	0	0	1
4 Farm Extension	4	0	2	1	0	1
5 Foster Mothers	7	0	7	0	0	0
42 Others	35	9	23	3	0	0

Foster Homes Found by Advertising

Total Applications	Visited			Not Visited	
	Approved	Refused or Withdrawn	Pending	Refused or Withdrawn	Pending
187	13	65	7	65	19

Of the 137 homes suggested by personal sources 110 have been visited, 17 being approved, or just over 1/6. The results from advertising are even smaller, 103 of the 187 applications be letter having been investigated and only 13 of them, or 1/8, approved. There are, however, 47 other leads from these two sources that have not yet been followed up and 14 are still under investigation.

Foster Homes Found Through Share Your Home with A Child Committee and Investigated by Visitors and Homefinders.

Investigators	Total	Visited			Not Visited	
		Approved	Refused or Withdrawn	Pending	Refused or Withdrawn	Pending
Total	197	47	50	54	16	30
Homefinders	107	29	32	18	4	24
Visitors	90	18	18	36	12	6

On April 26 homefinding in general received invaluable help when 35 Massachusetts agencies made their first concerted effort to bring in new foster homes. The Share Your Home With a Child Committee, with headquarters at the Child Council, 41 Mt. Vernon Street, Boston, launched a campaign of newspaper publicity and 197 of the 557 formal applications resulting from it to date were assigned to the Division of Child Guardianship. Of these the visitors took 90 for investigation and the unit 107. In all, 47 (or 1/4) have been approved--a considerably higher proportion than in the case of homes from other sources--and 30 are still to be visited. Though the peak is well passed, the Committee is still referring applications.

Total Foster Homes Investigated by Homefinders

Sources	Total	Visited		
		Approved	Refused or Withdrawn	Pending
Total	375	91	246	38
Visitors	84	32	46	6
Personal Sources	109	17	85	7
Advertising	103	13	83	7
Share Your Home With a Child Committee	79	29	32	18

As to investigation policies, the children's visitors have time to make only one call in approving a foster home, whereas the homefinders, having no case loads, have been able to do more visiting. The minimum standard set by the unit calls for two home visits, one of them on the foster father, and interviews with two out of five references. When this standard has not been met, it has been for one of the following reasons: previous investigation by another agency; a visitor's request that references be interviewed but not applicants; pressure of work-- plus a favorable impression on the first visit-- and distance, as when the evening call on the foster father must be unusually late.

Although it is the visitors' custom to get five written references before seeing ahome, the homefinders' first step has been a visit, for it has seemed to the unit that a woman who applies by letter, for instance, and does not return the blank sent her might have been interested if the agency's introduction had been personal. References are then consulted, and here the value of interviews over letters has been well tested. Sometimes a reference has been approached in both ways

with very different results, and even when an interview does not change the homefinder's decision it adds to her knowledge of the family as written statements rarely do.

Investigations by Homefinders

Visits	Total	For Visitors			New		
		Approved	Refused or Withdrawn	Pending	Approved	Refused or Withdrawn	Pending
Total	376	32	46	6	59	200	33
1 reference	3	1	0	0	1	1	0
2 references	2	0	2	0	0	0	0
1 home visit	259	7	34	3	16	179	20
1 h.v. & 1 ref.	15	4	3	0	2	3	3
1 h.v. & 2 rfs.	17	6	2	0	2	4	3
1 h.v. & 3 rfs.	9	1	1	0	4	0	3
1 h.v. & 4 rfs.	5	1	0	0	2	1	1
1 h.v. & 5 rfs.	1	0	0	0	1	0	0
1 h.v. & 6 rfs.	1	0	1	0	0	0	0
2 home visits	20	1	3	1	6	8	1
2 h.v. & 1 rf.	9	1	0	0	6	1	1
2 h.v. & 2 rfs.	5	3	0	0	2	0	0
2 h.v. & 3 rfs.	6	2	0	0	3	1	0
2 h.v. & 4 rfs.	8	3	0	0	5	0	0
2 h.v. & 5 rfs.	4	0	0	0	3	0	1
3 home visits	1	0	0	0	0	1	0
3 h.v. & 1 rf.	1	0	0	0	1	0	0
3 h.v. & 3 rfs.	4	1	0	1	2	0	0
3 h.v. & 4 rfs.	1	0	0	0	0	1	0
3 h.v. & 5 rfs.	1	0	0	0	1	0	0
3 h.v. & 6 rfs.	1	0	0	0	1	0	0
4 home visits	1	0	0	1	0	0	0
4 h.v. & 2 rfs.	1	0	0	0	1	0	0
4 h.v. & 3 rfs.	1	1	0	0	0	0	0

Though this procedure would not be practical for the children's visitors, full time homefinders should be able to know their foster parents well enough to take the responsibility for individual judgments and to rely less and less on the rules that are a necessary safeguard when fuller investigation is impossible. In no case, however, has the unit intended its investigation to take the place of a visitor's preplacement call, and if

search were for temporary and quarantine care. One foster mother soon withdrew but the other six homes serve 38 children in all:

one for 12 little colored girls and boys
" " 8 girls
" " 8 boys under 12
" " 4 little girls or boys
" quarantine home for 4 children
" " " " 2 children

As to the 84 homes for permanent care, over one half are for single children between 3 and 12 years old and one quarter for babies. Four (4) have been approved for colored children and among them is the one home found for an older boy.

Forty-four (44) of these 84 homes are now in use and serve 59 children in all, one from the Share Your Home With a Child Committee having taken a family of six. Applications for wage girls have been discouraged but four (4) were approved and counted in the eight (8) for older girls. Two (2) have girls. One, listed as withdrawn, may be used again. The fourth is still waiting.

The 38 homes not used at all include two (2) that the Visitor and her supervisor refused, but the rest are being held for suitable children. Among them are some that were very recently approved and 17 of the 38, being for single children between 3 and 12 years, are less in demand than homes for families.

Total Approved Homes
Sources, Investigators and Religion

Religion	Total	Homefinders: For Visitors	Homefinders: Personal Sources	Homefinders: Advertisements	Homefinders: SYHC
Total	91	32	17	13	29
Catholic	44	15	6	9	14
Protestant	47	17	11	4	15

To summarize: the unit has made a total of 797 visits, 111 to

sources and 686 to homes and references, not counting a number of extra calls made at the visitors' request. Ninety-one (91) homes have been approved of which the 50 use serve 95 children by actual count. Another nine (9) homes, referred by the Share Your Home with a Child Committee and investigated by the visitors themselves, are also in use out of 18 they approved from this source.

Since the increase in the rate of board more applications have been received, especially for temporary care. Another impetus to homefinding has been the Share Your Home With a Child Committee publicity which, aside from the homes it has brought in directly, has roused considerable interest in foster children. Indications of this are such commonly heard phrases as "I want to share my home".

Apart from the difficulties of holding old foster homes and securing new ones, the story of children under the care of the Division has been much the same as in the last two years except that the Reception Unit announced in the last Annual Report has been developed.

During the seven months' period there were received 734 new children and discharged, 890 children. A total of 8357 were cared for during the seven months' period and on June 30 the number under care was 7455. Intake by months was as follows:

December	74
January	105
February	135
March	129
April	106
May	80
June	105
	734

Discharges are accounted for as follows:

To parents	112
To other relatives	52
Adopted	39
Self-supporting	22
Married	30
To the armed forces of the United States	165
To private agencies	2
To places of settlement	3
To Court	293
Bailed	7
Committed to State Schools for the mentally defective	33
Committed to Correctional Schools	34
Transferred to Correctional Schools	2
Committed to Reformatories	2
Of Age	82
Died	9
Whereabouts unknown	3
	890

As of June 30th, there were 483 children on trial visits looking forward to discharge - 298 with their parents and 185 with other relatives. Adoption proceedings were completed for thirty-nine (39) children, and there were sixty-two (62) placed for adoption when this period ended on June 30, 1943.

Reception Unit

In October 1942 (cf. last Annual Report) the Division set up a Reception unit to provide individualized service to new children coming into care, having long believed that the experiences and help a child receives at this critical first period with the agency are most important in connection with his subsequent adjustment to long time care. The goals of the unit are: (1) study of each child as a basis for placement planning; (2) direct help to the child in accepting the agency's services; (3) provision of routine medical and clothing services prior to long time placement - all to be achieved through the work both of the staff and the foster mothers of the temporary homes used for initial placement.

The unit is composed of three social workers, a clerk-stenographer and a supervisor. Two of the social workers were reassigned from jobs as transportation attendants with the large placement units; the third worker, the clerk-stenographer and the supervisor were provided on a temporary basis by Child Welfare Services funds. The third social worker joined the unit in November and the clerk-stenographer in February. In February the unit moved into adequate office space next to the Childrens' Room and staff physician's office, both of which are under the general supervision of the unit.

First emphasis was placed upon development of definite case responsibility by each of the three social workers and upon intensified supervision and help to the temporary homes. The total case load of 179 children in temporary homes as of October 1942 was reassigned over a two month period to the three workers. Plans for individual work with the children were based upon estimated case loads of 50 to 60 children per worker, about half the number being carried over from previous months and half being new each month. Ten temporary homes able to care for 125 children were available within a twenty mile radius of Boston. About 50

other children were temporarily placed in twenty regular foster homes pending development of other plans.

Until the eighth month of the unit's service, progress toward its goal was slow. A number of factors entered into this, important among which was the interruption of usual living arrangements caused by the developing war economy. For instance, the work of the unit was planned on the basis of considerable help from the temporary homes in transportation of children, since there is considerable movement of them daily in meeting various court and medical appointments. This help was drastically cut during the winter due to fears and uncertainties with new gas and tire restrictions and dim-out regulations, because of increased time needed by foster mothers to cover their shopping and household trips and because of shortage of household help. Consequently most of the staff's time was spent on the road, with overtime running up to ten hours weekly,and with contacts with individual children shared by all workers in the unit in order to cover essential appointments. Little time was available for case record study, case planning and individual work with the children. The temporary foster parents were restless, concerned about the increasing difficulties of home management and consequently uncertain about continuing their services with the agency. Two homes closed by February. The widespread difficulty in retaining old and finding new permanent foster homes was reflected in a steadily decreasing number of placements out of temporary into permanent foster homes during the winter. The case load mounted steadily. Intake for February in the unit was 83 children. Only 18 were placed from the unit in the same month. By March the situation had become so serious that each day's intake was the convern of the entire agency. As much as eight hours had to be used to find a temporary home for one child.

The temporary homes were crowded far beyond our standards and beyond even minimum standards of safety. One home with a maximum capacity of 17 children was caring for 32, some sleeping three in a bed and many on a third floor with only one means of exit. The situation was further complicated throughout the year by a series of epidemics of various contagious diseases in the crowded homes, the first starting in October and the last continuing through June - several homes having three quarantines during the year.

The following table of case loads for the nine months' period shows the picture statistically:

Month	Carried over 1st of month	Intake*	Total children under care during the month
October, 1942	179	68	247
November, 1942	188	50	238
December, 1942	189	38	227
January, 1943	176	65	241
February, 1943	191	83	274
March, 1943	230	77	307
April, 1943	231	72	303
May, 1943	221	54	275
June, 1943	198	60	258

*The figures in this column do not indicate total intake for the Division (See Page 13): the Reception unit did not care for babies under three nor boys over twelve years.

During the winter months a total of 21 leads for new temporary homes were checked and each existing foster home mother asked for suggestions of potential homes. Of the 21 leads the supervisor of the new foster-home-finding unit followed up eight (8) and the supervisor of the reception unit 13. The results were discouraging - no new homes found.

The experience of these nine months points out that evaluation of the job done by each worker in the unit must take into account the total case load carried during the month and the rate of turnover in this load. While on any one day her load may be from 60 to 70 children,

during the month she has been responsible for many more - a total of over 100 during the heaviest months. The size of this case load coupled with some of the factors mentioned above indicates some of the difficulties in accomplishing the goal of individual case study and help.

Since March the situation has steadily improved. A number of factors have contributed to this but most important among them are the provision of the services of the foster-home-finding unit, the increases in board rate in March and in June for both permanent and temporary homes, the cooperation of the Massachusetts Society for the Prevention of Cruelty to Children in working out local plans for temporary commitments, the effect of the Share-Your-Home campaign in May and June, and the provision of the services of the clerk-stenographer. As a result of these factors, not only have more placements been possible out of the temporary into permanent homes but four additional temporary homes have been opened. In addition, three quarantine homes have been found, which will do much to reduce the risk of contagion in the temporary homes. As of June 30, 1943, the population in the unit is 178, with the number of permanent homes used for temporary care reduced more than half. The increased board rate has not only been most important in setting up new homes but has been a major factor in stabilizing and greatly improving desirable existing homes. The full effect of this will not be evident for several more months; but its immediate effect on the morale both of the temporary homes and the staff must be mentioned, since it is so important in the attitudes toward and help given the children under care.

In spite of the necessary sacrifice of some of the initial attempts at individual work with the children, the staff has been able and interested to give real help to many of the more upset children under care. A number of case stories could be told of the importance

to individual children of their confidence in and use of the worker's concern with their problems. The increasing release of pressures on the temporary foster home mothers is beginning to reinforce this help.

During the year the unit was used as a field work placement for three students from two schools of social work. During the spring months two volunteers gave part time service in helping with clinic work. At present a group of undergraduate students at a nearby college is working out plans for giving volunteer service to the unit for the next three months.

The immediate tasks confronting the unit are several: the strengthening of existing homes under new plans developed with the increased board rate in June, the finding of additional temporary homes, particularly for colored children, the translation of the staff's individual concern with and knowledge of the children under care into adequate case-record material for the use of workers making permanent placements, and closer integration with intake workers in immediate case study.

As stated at the beginning of this report the Division has been working in two new areas on problems created by the war situation.

Day Care for Children of Working Mothers.

The Commissioner assigned responsibility for the Department's share in day care problems to the Division of Child Guardianship.

The first acceptance of responsibility took the form of furnishing the Massachusetts State Day Care Committee staff for the so-called 'working group'. The Child Welfare Services personnel in this way have served from the beginning as field workers for the Committee to assist local communities in setting up local day care

committees, exploring the need for day care in the communities, and planning to meet such needs as were found.

The next contribution of the Division to day care work was the furnishing of Miss Abigail Brownell (through the use of Federal funds) to serve as Executive Secretary of the State Committee.

Speaking chronologically again, although perhaps negatively as to acceptance of responsibility, the Division, through its unit for the licensing of private boarding homes for children, ran into attempts on the part of boarding women visited to combine day care for children with boarding care. Such cases have not recently proved as numerous as it seemed in the beginning they would. We have consistently refused to license boarding care alongside day care in the same home since the two cannot be adequately given in the sense that one group of children or the other is bound to suffer. The law under which this unit operates gives the Division no responsibility or authority over day care in private homes.

The Division's most recent appearance in the picture is in connection with the present programming for local day care projects in the fields of Education and Welfare that may receive Federal assistance. The Division stands ready to accept responsibility for studying any proposed local day care projects that come under the head of Welfare and for furnishing to the State Committee advice as to the recommending or not recommending for such projects applications for Federal funds. In the course of this work, the Division is primarily interested in the setting and maintaining of standards as are all child care workers from the Children's Bureau down through State and local staffs.

When and as other responsibilities in connection with day

care may be indicated as belonging to the Department of Public Welfare, the Division stands ready to take them on.

Planning for Evacuation of Children.

The appointment of Mr. S. Max Nelson and Miss Barbara C. Wallace, announced in the last Annual Report, became effective on December 14th when Mr. Nelson as a volunteer and Miss Wallace as his paid assistant assumed their duties relative to the care of children in an evacuation. In the months since December 14th, Mr. Nelson and Miss Wallace have worked out state-wide plans and procedures for service to children in evacuation, as the personnel of the Division of Aid and Relief have worked out the details of a program for the care of families and individual adults. In doing this the Division of Child Guardianship has had the cooperation of the Division of Juvenile Training. Furthermore, since the program is an integral part of Civilian Defense, the tie to the Massachusetts Committee on Public Safety has been a close one.

Care of children who become unattached from families and guardians is the aim of the Division's plan. Children may become unattached when parents or guardians are killed in a bombing or so injured that they are unable to provide normal care. Likewise, they may become unattached if a large scale evacuation such as took place in London occasions the removal of children without their parents from target areas to areas of relatively greater safety.

The plans and procedures as evolved have been incorporated into a manual of instructions, which has not as yet been published.

Staff members of the two Divisions have been assigned specific takks in the program: some have responsibility for rendering such service to cities and towns as will implement the formulating of local

plans for child care: others constitute a mobile staff which in entirely or in part may be made available to any community in need of assistance; still others will assume the task of maintaining the regular work when some of the staff are released for work under the war program. The principal task which lies ahead is building the child care program in cities and towns. In this work the staff will have supervisory responsibilities of which they will learn at the instruction meetings in July, already scheduled for Boston, Brockton, Lawrence, Malden, New Bedford, Springfield, and Worcester. They will be held in the District Offices of the Division of Aid and Relief in order that the child care staff on the State level may be familiarized with the headquarters in the districts to which they are assigned and with the workers having similar responsibilities for the care of families and individual adults. In August, a meeting will be held at the State office for all workers unassigned to districts.

Reports of the regular work of the Division in other than child-placing fields follow.

Investigation of Adoptions.

Cases pending November 30, 1942		357	
New petitions referred by Courts December 1, 1942 to June 30, 1943		767	1124
Cases closed December 1, 1942 to June 30, 1943		747	
Investigated and reported to Courts	742		
Not investigated (withdrawn or otherwise eliminated)	5		
Cases pending June 30, 1943		377	
Total			1124

Reports to Courts on completed investigations covered adoption petitions for

Legitimate children			
By relatives	232		
By persons other than relatives	59	291	
Illegitimate children			
By maternal relatives	239*		
By alleged relatives	23		
By persons other than relatives	189	451	
Foundlings		0	
Total			742

Of these petitions investigated, one (1) was to be withdrawn and 43 were definitely disapproved in reports to Court; 12 were approved with reservations and a further trial period was advised in five (5) cases. In one (1) case adoption was considered unnecessary as the only adopting party was the child's natural mother, and in one (1) case the child died before our report of investigation reached the Court. Figures are not available at this time showing the disposition of cases by the Probate Courts.

*Of these, 172 were petitions of mother and her husband.

SOCIAL SERVICE FOR CRIPPLED CHILDREN

September 1, 1942--June 30, 1943*

Physically handicapped children on register Sept. 1,1942		12,953
Children reported Sept. 1,1942 - June 30, 1943		
New cases	1965	
Old cases (follow-up investigations)	4306	6,271
		19,224
Removed from register	1163	
Duplicate intake	4306	5,469
Physically handicapped children on register June 30, 1943		13,755

Most of the information on children reported came from the cities and towns reporting in compliance with General Laws, chapter 71, section 46A Many children, however, were referred for consultation service by other public or private agencies or by individuals interested in handicapped children.

With rheumatic fever continuing the chief cause, other major causes of handicaps followed closely their order of frequency of other years namely: Infantile paralysis, deafness, cerebral palsy, congenital deformities, defective vision, respiratory disorders, epilepsy, fractures, and osteomyelitis. Less frequent but equally important disabilities reported were scoliosis, bone and joint tuberculosis, arthritis, and paralysis such as progressive muscular dystrophy, amyotonia congenita, Friedreich's Ataxia, and paralysis resulting from spinal cord injuries.

Those who present no special medical or social problem, or who are under the active supervision of an appropriate agency, are reviewed only as often as necessary to keep the information on our register reasonably

*Since the work of this unit is tied in closely with school programs, its report covers the last school year. Hereafter the period covered by its reports will coincide with the new fiscal year.

current. However where the original investigation indicates a need, some children are seen at least once a year. Handicapped children are continued on the register until their disability is corrected, they pass their twenty-first birthday, die, or move out of the state.

During the past year 5108 children's cases have been worked on, i.e. the 6271 minus the 1163 removed from the register. Many children were found to be in need of services such as: assistance in obtaining hospitalization or appropriate institutional care; assistance in adjustment back into school; help in obtaining suitable special training; or referral to local private or public agencies for family welfare services. This called for a constant interchange of services with the Departments of Public Health and Education and, also, with the many public and private organizations in the Commonwealth interested in handicapped children. The splendid cooperation given by these various agencies during the year greatly facilitated the work of this subdivision.

Of these 5108 children, there were under active medical care 4499 as follows:

privately	1680	
in clinics	2455	
in hospitals, convalescent homes or other institutions	364	
and not under active medical care		609
23 having completed treatment and the rest being seen infrequently by doctors or in clinics or having refused further medical care.		
Total		5108

Analyzing the same group with reference to their schooling, we found

physically unable to attend regular schools		2264
Of these there were:		
in special schools or classes	438	
approved for home instruction	1372	
and not recommended for home instruction	454	

because they were too ill, mentally unable to profit by further instruction, beyond school age and not interested in further education, or referred for institutional care or some more appropriate plan of education and medical care.

The remaining group, totalling		2844
included those who had finished high school or left school at 16	252	
" of preschool age	60	
" able to attend regular public school classes (232 of them receiving supplementary instruction in lip-reading or speech training)	2532	
Total		5108

Child Welfare Services.

The three Consultants of Child Welfare Services have continued during the past seven months to give the field service necessary for the development of the day care program in a fairly large section of the state. Since, in the past, the main responsibility of these workers had been the stimulating of community concern in behalf of all children in three of the seven districts of the Division of Aid and Relief, they appeared to be the logical people to whom to assign this new commodity problem.

Within these districts, every town or city in which there seemed to be sufficient need to warrant the consideration of day care facilities, has been visited at least once, and if necessary, many times, by a Consultant. Sometimes she goes at the request of an individual or a group of individuals especially concerned about the plight of the children of women employed in war-connected industries; sometimes at the suggestion of the United States Employment Service office (which knows most accurately how many workers are required or will soon be required in a given area, also whether or not mothers of families are now the only resource available and sometimes without invitation or suggestion, simply because she believes there may be a demand for a day care program.

The approach of these Consultants varies with each situation. If the request comes from an individual, he is naturally the person with whom the first contact is made. In most instances, however, the Chairman of Health and Social Services of the local Committee on Public Safety is the person first interviewed since he is the one charged with the responsibility of selecting the day care chairman. If no such appointment has been made and if there appears to be sufficiently great need in the locality to justify the appointment, this interview offers an opportunity to urge the Health and Social Services to choose a person definitely

interested in the children of the community and possessing the necessary qualities of leadership.

If the day care chairman has already been selected, the Child Welfare Services Consultant visits him (or her) and assists him in mapping a plan of action. He is encouraged to choose a committee representing many community interests--schools, churches, labor organizations, working mothers, social agencies, etc. Methods of ascertaining the need of day care are discussed, and, in many instances, the Consultant herself has set about making such a study, also about discovering the resources available, their standards of achievement and the possibility of their expansion. Should more or better resources or both appear necessary, the committee is urged to develop them and to find methods of meeting the financial requirements. The trend at present is to take less responsibility in the actual task of securing the necessary data as to the demand for such service and the resources available, and to assist the committee in assuming this burden.

Child Welfare Services has paid the salary and traveling expenses of an Executive Secretary of the Massachusetts Day Care Committee, a subdivision of the Division of Health and Social Services of the Massachusetts Committee on Public Safety. Hers has been the very difficult task of coordinating the work of all agencies in this state interested in the problem of day care--both private and public agencies, and, if the latter, those on the Federal, state and local levels.

Child Welfare Services has also paid the salary and traveling expenses of a Consultant in Evacuation since December, 1942. This worker has laid careful plans throughout the state for the care of children, separated from their parents because of injury or death, who should in the event of bombing be removed from danger zones to areas of comparative safety.

The usual service to local communities has continued insofar as time would allow. In areas surrounding Army camps and large defence industries there has been increasing interest in the problems of children. As a result, two groups of towns in such areas have voted to employ the services of local Child WelfareWorkers; and in the near future well-equipped workers for these units will, we trust, be secured.

The Southbridge, Sturbridge and Charlton unit, and the Webster, Oxford, Sutton, Douglas and Dudley unit continue to function successfully. The Barnstable Child Guidance Clinic, still in its infancy, is giving satisfactory service to the children of Cape Cod.

Child Welfare Services funds have continued to be expended to relieve other subdivisions of the Division of Child Guardianship of a small share of the exceptionally heavy burden they are required to bear. An adoption worker, an investigator of cases of neglect and a Reception Supervisor still draw their salaries from this source. Besides, early in February, a Home-Finding unit was established in an effort to solve in part the serious problem of foster home shortage caused by the war.

It has been necessary to curtail our educational program because of the rapid dwindling of funds accumulated from previous years. No one has been sent from the Division during the past seven months for full time training in a school of social work. The opportunity to take individual courses at such schools has, however, once again been given to several visitors.

We look toward the future with some misgivings since the annual allotment of $17,734 is sufficient to meet the expense of the consultation program alone. Our financial assistance to the local boards of public welfare as they develop child welfare projects, and to the child placing section of the Division of Child Guardianship--

made possible in both instances through money accumulated during years of less activity--must be discontinued unless the allotment is substantially increased from Federal, state, or local sources. Perhaps, however, there will develop an effective public concern for the lives of those who suffer not only from the usual hazards of deprived childhood but from the emotional insecurities forced upon them by war.

Licensing of Private Boarding Homes for Children.

The following report prepared voluntarily by the Supervisor of this unit after a study of six months' work so nearly covered the seven months' period under consideration that it is submitted here as representing essentially what is wanted at this point.

Statistics have been compiled at this time for the following reasons:

(1) to show the geographical distribution of the case load and the amount of unfinished business for each worker,

(2) to determine which cases should have precedence,

(3) to note the trend of the licenses granted.

This information is taken from the active foster home files. Unfortunately, because of insufficient clerical help, the files are incomplete. In this report the foster homes are classified as of June 1, 1 43, in three categories:

(1) foster homes in which there are at present one or more children,

(2) foster homes in which children have been boarded during the past year but at present there are none,

(3) foster homes in which no child has been boarded for the last year. (In this group we are including homes of foster parents who have petitioned to the probate court for the adoption of a child in their care.)

Last year the staff of five field workers visited less than half of the homes recorded. We had hoped that this year the staff would

be increased. Since there is no longer hope at the present for a larger staff, these figures were compiled to assist the workers to decide which homes it was most essential for them to visit. In listing for each city and town both the number of homes recorded and the number of homes visited in their respective categories, the worker can readily see the amount of unfinished business. However, complaints of neglect or abuse of children in foster homes take precedence over all other matters. Homes that need to be licensed are the next consideration. Following that are the homes which are boarding only one child and, therefore, need no license. Although the law states that upon notice or information that a child is received into a home the Department "may" investigate, we should do our utmost to visit that home not only to see that the child is receiving proper care but also to ascertain that the foster mother has not taken other children into her home, thereby making it necessary for her to be licensed. It is safe to assume that those homes which were active at some time during the past year may want to continue to board children. We have found several homes where there were boarded children who were unreported. Those homes which have reported no children during the past year need the least attention, though it is possible that even some of these homes may be boarding children. (All of them have received a copy of the new law through the mail, and thus been informed of the requirements as to reporting.) Included also in this group are the homes of foster parents who have petitioned to the probate court for the adoption of the child in their care. Since these homes must be investigated by the adoption unit, a visit from the licensing unit may well be eliminated.

The total number of homes visited during the past six months was 1,073. Every effort will be made to visit the 1,156 homes of the first classification that remain unvisited. We hope to visit the 512 homes of the second group that have not been visited as well as the new homes that

from time to time will be added to our list. From January to June 1, 1942, 122 licenses were granted (30 of these were Division of Child Guardianship homes). This total represents only 24% of the licenses granted for that fiscal year. This was due to our being established in the middle of January and the actual field work not starting until two weeks later. So far this year 200 licenses have been granted. Of these, 117 are new applications. Of the 92 licenses granted last year (122 minus the 30 Division of Child Guardianship licenses), only 38 or 41% have been renewed this year. Forty-four (44) or 57% of the 76 paid licenses were renewed, while only six (6) or 38% of the agency licenses were renewed. Of the 37 agency licenses granted, 17 had been licensed by the Department prior to 1942.

Foster mothers have not renewed their licenses for various reasons. It is interesting to note that 9 or 12% of the paid licenses were not renewed because the foster mothers went into defense industry. Seven (7) foster mothers did not need licenses on the date their licenses expired. They later decided to board children and have since either been licensed or filed their applications. Thirty-two (32) paid licenses were not renewed for the following reasons:

1	foster mother working	9
2	license not necessary on June 1; applied later	7
3	satisfied to board only one child	4
4	boarding for agencies	3
5	boarding both mother and child	2
6	moved; licensed twice	2
7	adopted child; not interested in boarding others	1
8	illness in family	1
9	over age limit	1
10	sold home and living in furnished room	1
11	moved; license under consideration	1
	Total	32

Sixteen (16) private agency licenses were granted last year during this period. This figure is low because the licenses granted under the

old law were allowed to continue in force while the workers concentrated on homes that needed a paid license. Of these 16, six (6) were renewed. Nine (9) were not renewed. One foster mother moved and was licensed twice. Twenty-five per cent (25%) of these foster mothers gave up boarding children to go into defense industry. These agency homes did not renew their licenses for the following reasons:

1	foster mother working	4
2	agency no longer using the home	2
3	illness	1
4	death in family	1
5	adopted a child; not interested in boarding others	1
	Total	9

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STATE BOARD OF HOUSING

Sidney T. Strickland, Chairman

(See Annual Report of the State Board of Housing)

DIVISION OF JUVENILE TRAINING

Honorable John F. Perkins, Director
Appointed 10/13/42, succeeding
Charles M. Davenport
Walter C. Bell, Executive Secretary

(41 Mt. Vernon St., Boston)

(See Annual Report of the Trustees of the Massachusetts Training Schools)

INSTITUTIONS UNDER THE DEPARTMENT

The following brief statements relate to the general supervision of each of the five institutions under the department. These reports are followed by comparative and more detailed consideration of the financial administration of the institutions. Further details about the work of the various institutions may be found in the institution reports which are published separately.

THE TEWKSBURY STATE HOSPITAL AND INFIRMARY, TEWKSBURY

C. Winthrop Houghton, M.D., Superintendent

Provides infirmary care for needypersons not chargeable for support to any city or town. Insane persons and those with contagious diseases are not admitted.

See Annual Report of the Trustees of the Tewksbury State Hospital and Infirmary

INFIRMARY DEPARTMENT AT THE STATE FARM, BRIDGEWATER

(Under the Department of Correction)

James A. Warren, Superintendent

Provides infirmary care for indigent persons (male) not chargeable to any city or town.

See Annual Report of the State Farm

MASSACHUSETTS HOSPITAL SCHOOL, CANTON

John E. Fish, M.D., Superintendent

Provides care and schooling for the crippled and deformed children of the Commonwealth; a school with hospital facilities.

See Annual Report of the Trustees of the Massachusetts Hospital School

LYMAN SCHOOL FOR BOYS, WESTBOROUGH

Charles A. DuBois, Superintendent

Provides custodial care and industrial training for delinquent boys under fifteen years of age; cottage plan.

See Annual Report of the Trustees of the Massachusetts Training Schools

INDUSTRIAL SCHOOL FOR BOYS, SHIRLEY

Robert T. Grey, Superintendent

Provides custodial care and industrial training for boys over fifteen and under twenty-one years of age; only boys under eighteen may be admitted.

See Annual Report of the Trustees of the Massachusetts Training Schools

INDUSTRIAL SCHOOL FOR GIRLS, LANCASTER

Miss V. Marion Rollins, Superintendent

Provides custodial care and industrial training for delinquent girls under seventeen years of age at time of commitment.

See Annual Report of the Trustees of the Massachusetts Training Schools

SUPERVISION OF INSTITUTIONS

In the matter of financial supervision, the department examines and analyzes institution expenditures, keeping constantly in mind the function of the institution and the relation of its business to the care, education, and welfare of the inmates. The following tables are designed to show in detail the financial condition of each institution.

TABLE I. PART I. - Capacities and Population of the Five Institutions for the Seven Month Period ending June 30, 1943

INSTITUTIONS	Normal Capacity	Present Any One Time		Daily Average Number Present During the Year		
Industrial		Largest Number	Smallest Number	1943	1942	1941
Industrial School for Boys	254	276	236	260	260	227 227
Industrial School for Girls	275	309	279	295	274	254
Lyman School for Boys	400	379	314	355	344	321
Massachusetts Hospital School	256	231	130	208	227	246
Tewksbury State Hospital and Infirmary.	3,445	2,686	2,109	2,279	2,231	2,446
Totals	4,728	3,881	3,068	3,395	3,336	3,474

TABLE I. PART II. - Inventory of the Five Institutions

REAL AND PERSONAL ESTATE

INSTITUTIONS	Land		Buildings	Personal Property	Total Value
	Acres	Value			
Industrial School for Boys	892.29	$32,623.50	$655,668.84	$160,184.58	$848,476.92
Industrial School for Girls	368.60	20,775.00	479,425.27	123,821.94	624,020.21
Lyman School for Boys	579.15	57,525.57	901,092.30	164,236.00	1,122,853.87
Massachusetts Hospital School	165.72	43,176.25	754,178.88	140,819.36	938,174.49
Tewksbury State Hospital and Infirmary..	916.00	84,579.94	3,403,143.01	436,431.91	3,924,154.86
Totals	2,921.94	$238,680.26	$6,193,506.30	$1,025,493.79	$7,457,680.35

TABLE II. - Receipts of the Five Institutions for the Seven Months Period ending June 30, 1943.

INSTITUTIONS	FROM THE INSTITUTIONS						FROM THE TREASURY				
	Board and Care of Patients	Personal Services	Sales	Rents	Other Receipts	Total	On Account of Maintenance	For Special Purposes	For Trust Funds	Total	Total Receipts
Industrial School for Boys	-	-	$1,564.31	-	$4.00	$1,568.31	$113,326.45	$2,363.00	-	$117,689.46	$115,257.77
Industrial School for Girls	-	-	549.83	-	33.64	583.63	99,283.81	-	$43.22	99,329.03	99,812.86
Lyman School for Boys	-	-	916.53	-	117.37	1,033.40	177,686.34	426.04	-	178,112.38	179,145.78
Massachusetts Hospital School	$32,955.64	-	236.45	$99.00	7.00	32,395.09	123,169.68	10,168.33	-	133,338.07	170,733.16
Tewksbury State Hospital and Infirmary	87,422.06	-	2,644.02	1,120.00	595.82	91,681.90	723,138.35	-	-	723,138.35	814,720.25
Totals	$119,472.70	-	$5,910.20	$1,219.00	$356.33	$ 127,165.23	$1,243,604.64	$12,957.43	$43.22	$1,255,607.28	$1,383,772.52

TABLE III. - Part I. - Expenditures of the Five Institutions for the Seven Months Period ending June 30, 1943

MAINTENANCE

INSTITUTIONS	Personal Services	Religious Instruction	Travel, Transportation & Office Expenses	Food	Clothing and Materials	Furnishings and Household Supplies	Medical and General Care	Heat and Other Plant Operation	Farm	Garage and Grounds	Repairs Ordinary	Repairs and Renewals	TOTALS
Industrial School for Boys	$61,097.50	$1,166.36	$1,207.73	$13,816.08	$6,172.20	$2,222.87	$1,511.69	$9,372.06	$15,430.90	$854.04	$2,352.61	-	$115,326.46
Industrial School for Girls	51,483.43	881.17	735.38	9,976.78	5,169.43	4,118.65	1,747.89	13,621.39	9,169.83	447.33	1,962.20	-	99,283.81
Lyman School for Boys	94,890.44	1,360.33	1,552.37	18,740.08	7,007.89	3,270.08	4,022.28	30,345.20	12,490.14	1,183.29	2,819.13	-	177,686.34
Massachusetts Hospital School	83,679.43	670.00	1,338.07	13,303.42	1,436.31	3,485.33	3,175.00	8,903.60	7,067.80	349.01	1,760.71	-	128,169.69
Tewksbury State Hospital and Infirmary	363,601.64	2,042.11	3,724.12	149,307.50	22,373.33	26,107.81	31,765.39	30,374.16	31,549.30	2,499.09	3,453.70	$840.00	723,138.35
Totals	$657,752.47	$6,100.30	$8,538.13	$205,146.36	$42,449.28	$39,202.35	$42,222.45	$142,619.40	$75,727.70	$5,437.76	$17,348.65	$840.00	$1,243,604.64

TABLE III. PART II. - Expenditures of the Five Institutions for the Seven Months Period ending June 30, 1943 - Continued

FOR SPECIAL PURPOSES

INSTITUTIONS	Land	Buildings	Furnishing and Equipping	Miscellaneous	Total
Industrial School for Boys.	-	$2,363.00	-	-	$2,363.00
Industrial School for Girls	-	-	-	-	-
Lyman School for Boys	-	-	-	$426.04	426.04
Massachusetts Hospital School	-	2,334.79	$7,833.60	-	10,168.39
Tewksbury State Hospital and Infirmary.	-	-	-	-	-
Totals	-	$4,697.79	$7,833.60	$426.04	$12,957.43

TABLE III. PART III. - Summary of Expenditures for the Seven Months Period ending June 30, 1943 - Concluded

INSTITUTIONS	Maintenance	Special Purposes	Trust Funds	Totals
Industrial School for Boys.	$115,326.46	$2,363.00	-	$117,689.46
Industrial School for Girls	99,283.81	-	$45.22	99,329.03
Lyman School for Boys	177,686.34	426.04	-	178,112.38
Massachusetts Hospital School	138,169.68	10,168.39	-	148,338.07
Tewksbury State Hospital and Infirmary.	723,158.38	-	-	723,158.38
Totals	$1,243,604.66	$12,957.43	$45.22	$1,256,607.29

TABLE IV. Expenditures and Net Weekly Per Capita Cost of the Five Institutions for Seven Months Period Ending June 30, 1943

INSTITUTIONS	Expenditures	WEEKLY PER CAPITA 1943	WEEKLY PER CAPITA Average for the Three Years 1940, 1941 and 1942	Total Receipts from Refunds or Sales	Net Cost to the Institution	NET WEEKLY PER CAPITA 1943	NET WEEKLY PER CAPITA Average for the Three Years - 1940, 1941, and 1942
Industrial School for Boys	$115,326.46	$17.06	$ $14.82	$1,568.31	$113,758.15	$16.83	$14.49
Industrial School for Girls.....	99,283.81	13.04	11.82	556.89	98,726.92	12.97	11.77
Lyman School for Boys.....	177,685.94	19.85	17.11	1,036.40	176,649.94	19.13	17.03
Massachusetts Hospital School	128,169.68	23.68	18.74	341.45	127,828.23	23.61	18.69
Tewksbury State Hospital and Infirmary....	723,138.35	12.20	9.93	3,889.37	719,248.98	12.14	9.88
Totals	$1,243,604.64	-	-	7,392.42	$1,236,212.22	-	-

TABLE V. Payroll of the Five Institutions Showing Total Number Employed for the Seven Months Period Ending June 30, 1943

INSTITUTIONS	AVERAGE NUMBER EMPLOYED 1943	AVERAGE NUMBER EMPLOYED 1942	AVERAGE NUMBER EMPLOYED For the Three Years 1940, 1941, and 1942	AVERAGE MONTHLY COMPENSATION 1943	AVERAGE MONTHLY COMPENSATION 1942	AVERAGE MONTHLY COMPENSATION For the Three Years 1940, 1941, and 1942	WEEKLY PER CAPITA COST 1943	WEEKLY PER CAPITA COST 1942	WEEKLY PER CAPITA COST For the Three Years 1940, 1941, and 1942	NUMBER OF INMATES TO ONE EMPLOYEE 1943	NUMBER OF INMATES TO ONE EMPLOYEE 1942	NUMBER OF INMATES TO ONE EMPLOYEE For the Three Years 1940, 1941, and 1942
Industrial School for Boys	$86.00	$93.00	$95.00	$101.49	$99.54	$92.59	$9.04	$8.19	$8.32	3.0	2.3	2.5
Industrial School for Girls.....	88.10	84.23	83.42	83.48	87.79	81.90	6.76	6.21	6.41	3.3	3.2	2.9
Lyman School for Boys.....	122.15	134.27	140.81	110.98	105.08	97.42	10.28	9.42	9.39	2.9	2.5	2.3
Massachusetts Hospital School	116.66	130.54	137.38	106.14	99.19	92.33	16.01	13.13	12.08	1.7	1.7	1.7
Tewksbury State Hospital and Infirmary ..	545.77	622.85	653.64	95.17	89.55	83.94	6.14	5.75	5.13	4.1	3.5	3.8
Totals	$958.68	$ 1,064.89	$1,113.25	$497.26	$481.15	$448.18						

THE COUNTY TRAINING SCHOOLS

Under the provisions of General Laws, Chapter 77, Section 2, the four county training schools for truants and habitual school offenders are subject to the visitation of this Department, which is required to report thereon in its annual report.

The names of the schools and the Superintendents are as follows:

Essex County Training School, Lawrence, James R. Tetler
Hampden County Training School, Springfield (Feeding Hills)
Thomas F. Sullivan
Middlesex County Training School, North Chelmsford,
J. Earl Wetten
Worcester County Training School, Oakdale (West Boylston)
William E. Teachout

ESSEX COUNTY TRAINING SCHOOL

Lawrence, Mass.

Jan. 1, 1942	Boys attending school	No. 44
Jan. 1, 1943	Boys attending school	No. 49
	Discharged during 1942	No. 25
	Admitted during 1942	No. 20
	Full capacity	No. 71

Budget appropriation for 1942 - $47,000.
Net expenditures for 1942 - 50,585.
Budget appropriation for 1943 - 53,300.

HAMPDEN COUNTY TRAINING SCHOOL

Feeding Hills, Mass.

Agawam, Mass.

Jan. 1, 1942	Boys attending school	No. 29
Jan. 1, 1943	Boys attending school	No. 31
	Discharged during 1942	No. 17
	Paroled	No. 19
	Admissions during 1942	No. 34
	Full Capacity	No. 60

Budget appropriation for 1942 - $28,000.
Net expenditures for 1942 - 32,601.
Budget appropriation for 1943 - 31,000.

MIDDLESEX COUNTY TRAINING SCHOOL

No. Chelmsford, Mass.

Jan. 1, 1942	Boys attending school	No. 119
Jan. 1, 1943	Boys attending school	No. 109
	Discharged during 1942	No. 120
	Admitted during 1942	No. 110
	Total capacity	No. 135

Budget appropriation for 1942 - $77,000.
Net expenditures for 1942 - 82,579.
Budget appropriation for 1943 - 84,000.

WORCESTER COUNTY TRAINING SCHOOL

Oakdale, Mass.

Jan. 1, 1942	Boys attending school	No. 54
Jan. 1, 1943	Boys attending school	No. 51
	Discharged during 1942	No. 46
	Admitted during 1942	No. 48
	Full capacity	No. 60

Budget appropriation for 1942 - $32,230.
Net expenditures for 1942 - 34,549.
Budget appropriation for 1943 - 36,423.

DEPENDENT CHILDREN WITH SETTLEMENT PROVIDED FOR OUTSIDE INFIRMARIES

As required by chapter 121, section 6, of the General Laws, 103 cities and towns reported 1,687 children (936 boys and 751 girls) supported outside of infirmaries on January 1, 1943. These children were boarded in foster homes with the exception of slightly more than 11% of the number who were placed in hospitals or institutions. Rates of board in foster homes varied from as little as $2.00 a week to as much as $10. a week. The rates most commonly in effect, however, were in the range from $3.50 to $5.00 a week.

The cities and towns reporting, and the number of children reported follow:

Adams, 6
Agawam, 1
Andover, 3
Arlington, 5
Athol, 2
Attleboro, 3
Auburn, 2
Barnstable, 8
Bedford, 1
Bellingham, 4
Beverly, 10
Billerica, 2
Boston, 1084
Braintree, 3
Brockton, 15
Brookline, 13
Carver, 6
Charlton, 4
Chatham, 1
Chelsea, 5
Cheshire, 1
Chicopee, 4
Conway, 2
Dalton, 1
Danvers, 3
Dedham, 3
Dracut, 3
East Longmeadow, 1
Everett, 5
Fairhaven, 3
Falmouth, 3
Fitchburg, 3
Framingham, 5
Gardner, 16
Gloucester, 4
Grafton, 1
Great Barrington, 1
Hatfield, 1
Holyoke, 2
Hull, 1
Lancaster, 1
Lawrence, 2
Leicester, 2
Leominster, 8
Lowell, 22
Lunenburg, 1
Lynn, 21
Malden, 8
Marion, 2
Methuen, 3
Middleborough, 6
Milford, 2
Milton, 3
Monson, 3
Nantucket, 2
Needham, 1
New Bedford, 36
Newbury, 2
New Marlborough, 3
Newton, 11
North Adams, 1
Northfield, 1
Norton, 1
Norwood, 1
Palmer, 3
Pelham, 2
Pembroke, 1
Pittsfield, 1
Plainville, 1
Plymouth, 2
Quincy, 2
Raynham, 1
Reading, 3
Rochester, 2
Rockland, 1
Salem, 26
Saugus, 5
Seekonk, 2
Somerville, 4
Southbridge, 2
Springfield, 9
Stoneham, 1
Sutton, 2
Townsend, 1
Uxbridge, 6
Walpole, 1
Wareham, 5
Warren, 3
Watertown, 3
Webster, 6
Wellesley, 2
Westborough, 1
Westfield, 2
Westminster, 3
Westport, 2
Weymouth, 4
Wilbraham, 2
Williamstown, 1
Winchendon, 14
Winchester, 1
Winthrop, 2
Worcester, 172
Yarmouth, 2

THE PENALTY INCURRED BY CERTAIN CITIES AND TOWNS

FOR FAILURE TO MAKE

THEIR RETURNS OF POOR RELIEF DURING THE MONTH

OF APRIL, 1943

Under sections 32-35 of chapter 117 of the General Laws, the department reported to the Treasurer of the Commonwealth the names of cities and towns which failed to make their returns of poor relief during the month of April, 1943, together with the amount of penalty incurred in each instance as follows: Hatfield, $7.00; Hubbardston, $6.00; Russell, $10.00; Tolland, $7.00.

- - -

FINANCIAL STATEMENT OF THE DEPARTMENT FOR THE PERIOD FROM DECEMBER 1, 1942, through JUNE 30, 1943

RECEIP

	Appropriations
or personal services of officers and employees in the office of the Commissioner	$38,169.80
or services other than personal, traveling expenses, office supplies and expenses in the office of the Commissioner	2,081.39
or Investigation and Study of Old Age Assistance	8,537.93[1]
tate Board of Housing - Personal services	11,332.49
tate Board of Housing - Expenses	2,894.78
efunds prior years - Administration	-
or personal services of officers and employees in the Division of Aid and Relief	139,644.47
or services other than personal, including traveling expenses, office supplies and equipment in the Division of Aid and Relief	11,234.26
or the support of unsettled sick indigent persons by cities and towns for the current year and previous years	899,852.34[1]
or the burial of unsettled indigent persons by cities and towns for the current year and previous years	42,009.85
emporary aid and transportation of unsettled persons and shipwrecked seamen by cities and towns for the current year and previous years	3,006,884.51[1]
id to dependent children for the current year and previous years	2,800,000.00
xpenses incurred in connection with smallpox and other diseases dangerous to the public health for current year & previous years	166,430.50
id Age Assistance - for reimbursement of cities and towns for current year and previous years to be in addition to other State revenues specified by law	9,068,719.16[2]
id Age assistance - Personal services	48,356.00
id Age Assistance - Expenses	7,200.00
or the maintenance and expense of the Tewksbury State Hospital and Infirmary	769,071.47
or Tewksbury State Hospital and Infirmary - for the purchase of certain coal burning equipment in the power plant	65,000.00
or Tewksbury State Hospital and Infirmary - Turbo-generator Unit	34,842.42[1]
or personal services of officers and employees in the Division of Child Guardianship	154,382.50
or services other than personal, office supplies and equipment in the Division of Child Guardianship	3,767.78
or care and maintenance of children in care of the Division of Child Guardianship for the current year and previous years	975,905.45
tition in the public schools of children boarded by the Division of Child Guardianship for the current year and previous years	2,443.38
or the maintenance of the Massachusetts Hospital School	143,183.58
or the Massachusetts Hospital School - Cottage for Patients	1,700.00[1]
or the Massachusetts Hospital School - New boilers	25,000.00
or personal services of the Executive Secretary and employees in the Division of Juvenile Training, office of the Trustees	9,487.15
or services other than personal, traveling, and other expenses of the members of the board and employees, office supplies and equipment in the Division of Juvenile Training, office of the Trustees	1,054.49
or personal services of agents in the division for boys paroled and boarded in families	28,706.05
or services other than personal, including traveling expenses of the agents and boys, and necessary office equipment and supplies	10,212.57
or board, clothing, medical, and other expenses incidental to the care of boys	9,192.44
or personal services of agents in the division for girls paroled from the Industrial School for Girls	21,137.72
or traveling expenses of said agents, for the girls paroled for board, medical, and other care of girls, for services other than personal, and for office equipment and supplies	9,909.86
or maintenance of the Industrial School for Boys	120,199.21
or the Industrial School for Boys - For the purchase of certain land	2,000.00[1]
or the Industrial School for Boys - For repair of fire damage to the Infirmary Building	8,000.00
or maintenance of the Industrial School for Girls	102,634.03
or the maintenance of the Lyman School for Boys	184,875.32
or the Lyman School for Boys - Water Mains	2,421.12[1]
or the Lyman School for Boys - Fuel Oil Conversion	9,500.00
eceipts and payments on account of reimbursement for the support of inmates of the Tewksbury State Hospital and Infirmary, State Farm, and Massachusetts Hospital School	-
eceipts for licenses to maintain infant boarding homes	-
eceipts for rent of Robbins Farm, Walpole	-
TOTALS	$18,347,974.02
id to Dependent Children, U.S. Grant	2,009,656.62[3]
Age Assistance, U.S.Grant	13,733,018.54[3]
ild Welfare Services, U.S.Grant	43,012.07[3]
vilian War Assistance	9,693.96
vilian Emergency Relief	10,000.00
id to Dependents of Enemy Aliens	1,000.00
y Service to Children of Working Mothers	1,559.48
	$34,155,914.69

THE PRINCIPAL FINANCIAL ITEMS OF THIS REPORT ARE IN AGREEMENT WITH THE COMPTROLLER'S BOOKS.

5/4/45 DATE

John MacDonald CHECKED BY

Francis J. Lang COMPTROLLER

THE PRINCIPAL FINAN THIS REPORT ARE I WITH THE COMPTROL

5/4/45 DATE

COMPTROL

(1) Includes balance from previous appropriations

(2) Paid by State Treasurer from Massachusetts A.B.C. Tax and Racing Commission

(3) Paid by receipts from Federal Government

12, through JUNE 30, 1943

	RECEIPTS		EXPENDITURES AND REMITTANCES			
	Appropriations	Cash	From Appropriations	Paid to State Institutions	Paid to State Treasurer	Balances 6/30/43
	$38,169.80	-	35,745.23	-	-	$ 2,424.57
	2,081.39	-	1,787.11	-	-	294.28
missioner	8,537.93	2.00	2.00	-	2.00	8,535.93
	11,332.49	-	11,124.17	-	-	208.32
	2,894.78	-	2,894.78	-	-	-
	-	1,568.58	-	-	1,568.58	-
	139,644.47	-	138,930.31	-	-	714.16
es of Aid and Relief	11,234.26	-	10,269.61	-	-	964.65
ars	299,852.34[1]	595.18	221,715.56	-	595.18	78,136.78
	42,009.85	100.00	41,986.85	-	100.00	23.00
rrent year and previous years	3,006,884.51[1]	1,670.47	2,344,664.13	-	1670.47	662,220.38
	2,800,000.00	500	2,333,845.89	-	500	466,154.11
year & previous years	166,430.50	34.50	160,334.44	-	34.50	6,096.06
ition to other State	9,068,719.16[2]	-	2,219,181.38	-	-	6,849,537.78
y law	48,356.00	-	46,756.92	-	-	1,599.08
	7,200.00	-	5,715.57	-	-	1,484.43
	769,071.47	-	723,138.35	-	-	45,933.12
r plant	65,000.00	-	-	-	-	65,000.00
	34,842.42[1]	-	-	-	-	34,842.42
	154,382.50	-	153,133.81	-	-	1,248.69
	3,767.78	700	3,082.33	-	700	685.45
previous years	975,905.45	151,758.32	975,905.45	-	151,758.32	-
r and previous years	2,443.38	-	2,443.38	-	-	-
	143,183.58	-	128,169.68	-	-	15,013.90
	1,700.00[1]	-	534.79	-	-	1,165.21
	25,000.00	-	7,833.60	-	-	17,166.40
of the Trustees	9,487.15	-	9,246.35	-	-	240.80
office supplies and						
	1,054.49	-	893.70	-	-	160.79
	28,706.05	-	28,472.06	-	-	233.99
equipment and supplies	10,212.57	-	9,622.60	-	-	589.97
	9,192.44	-	8,422.98	-	-	769.46
	21,137.72	-	20,865.36	-	-	272.36
or services other						
	9,909.86	-	9,265.01	-	-	644.85
	120,199.21	-	115,326.46	-	-	4,872.75
	2,000.00[1]	-	-	-	-	2,000.00
	8,000.00	-	2,363.00	-	-	5,637.00
	102,634.03	-	99,283.81	-	-	3,350.22
	184,875.32	-	177,686.34	-	-	7,188.98
	2,421.12[1]	-	-	-	-	2,421.12
	9,500.00	-	426.04	-	-	9,073.96
l and Infirmary,						
	-	82,518.62	-	82,518.62	-	-
	-	770.00	-	-	770.00	-
	-	175.00	-	-	175.00	-
	$18,347,974.02	~~$239,190.67~~ 239,204.67	$10,051,069.05	$82,518.62	~~$156,672.05~~ 156,686.05	$8,296,904.97
	2,009,656.62[3]	-	1,124,386.00			885,270.62
	13,733,018.54[3]	-	11,638,403.47			2,094,615.07
	43,012.07[3]	-	20,047.65			22,964.42
	9,693.96	1,175.52	2,907.43		1,175.52	6,786.53
	10,000.00	-	91.20			9,908.80
	1,000.00	-	560.00			440.00
	1,559.48	405.50	800.03		405.50	759.45
	$34,155,914.69	~~$239,190.67~~ 240,785.69	$22,838,864.83	$82,518.62	~~$156,672.05~~ 158,267.07	$11,317,649.86

ITEMS OF RESIDENT BOOKS.

ission

THE PRINCIPAL FINANCIAL ITEMS OF THIS REPORT ARE IN AGREEMENT WITH THE COMPTROLLER'S BOOKS.

5/4/45 DATE — J. T. MacDonald CHECKED BY

COMPTROLLER

PART II

PRIVATE CHARITABLE CORPORATIONS

Arthur G. Rotch, Commissioner
Supervisors

s Florence G. Dickson — Miss Alice M. McIntire

Miss Mary C. Robinson

Government supervision of private charitable corporations is provided in ree legislative enactments, the first of which requires the Department of blic Welfare to investigate all applications for charitable charters, while e second and third call for annual inspection and annual reporting. In the llowing pages of this part of the report the functions of the department and e year's work under these several statutes are explained.

Investigation of Charitable Organizations Seeking Incorporation

General Laws (Ter. Ed.) chapter 180, section 6, provides that the department all investigate, give a public hearing, and report its findings to the Secretary the Commonwealth, in all cases of charitable organizations which seek a certi-cate of incorporation. During the period beginning December 1, 1942 and ending ne 30, 1943, 28 applications for charters have been referred under the provi-ons of this statute. The department has completed its investigation, given arings and reported on 23 applications, including 4 received prior to the begin-ng of the year.

Action has been taken by the Secretary of the Commonwealth on 23 applications listed below. Twenty (20) of these petitions have been granted and charters ued, while 3 have been refused.

Abington Council of Girl Scouts, Inc., The
Boston J.W.B. Army & Navy Club, Inc.
Braintree Home Front Committee, Incorporated, The
Chicopee Community Chest, Inc.
Columbus Home Corporation
David and Sarah Korn Family Association, Inc., The
50 Club of Everett
Fitchburg War Council, Inc.
Fore River United Forces Victory Fund, Inc.
Friends of the Deaconess Hospital, Inc.
Howe Memorial Beneficiary Fund, Inc., The
Jewish Welfare Fund of Worcester, Inc.
Licensed Attendants Association of Massachusetts, Incorporated
Lowell Thrift Shop, Inc.
[illegible] Hebrew Ladies Aid Society, Inc., The
Middleboro Seventh-day Adventist Layman's Benevolent Association, Inc., The
Nelson H. Caplan Fund, Inc.
Panepirotic Federation of America, Inc.
Sharon Girl Scout Council, Inc., The
United Navy Mothers' Organization, Inc.
Wilmington Hebrew Community Centre, Inc.
Worcester War Relief Fund, Inc., The
Young Men's Social Club of East Taunton, Inc.

Supervision of Charitable Corporations

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the period for which the report is rendered supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 109 inspections involving many consultations and visits to institutions.

There have been 389 inquiries regarding particular charities and general matters related to the field of private charity.

Annual Reports of Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12, provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of November in each year, and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution.

Corporations Dissolved

In the period, seven corporations were dissolved by decree of the Supreme Court. The list follows:-

American Ramabai Association, The
Civic Patrol of Gloucester, Inc., The
Disabled Ex-Service Men's Exchange, Inc.
Eastondale Community Club
New England Anti-Gambling Association, Inc.
Skinner Coffee House, Incorporated
Snider Foundation

Registration of Foreign Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department (1) a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before November first. Approximately 75 foreign corporations are complying with the law.

No Endorsement of Private Charitable Organizations

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute, regardless of the known standing of any such society. Inspection and the publication of the annual return in this volume do not mean approval; on the contrary, inspection may mean the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the

act of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.

FOR ABSTRACTS FROM

FINANCIAL REPORTS OF CHARITABLE CORPORATIONS

Call at Office of

Supervisors of Incorporated Charities

* * *

CITY AND TOWN INFIRMARIES

G. Frank McDonald, Supervising Inspector of Infirmaries

EXHIBIT I

Laws Relating to Infirmaries
(General Laws, Chapter 47; Tercentenary Edition)

For the information of boards of public welfare, superintendents of infirmaries and others concerned, certain laws relating to infirmaries are here summarized.

The Department of Public Welfare is required to visit annually all city and town infirmaries, and to include in its annual report a statement of their condition and management, with its suggestions and recommendations relative thereto. (General Laws, Ch. 121, Sect. 7.)

The Superintendent of every infirmary must keep a register, in the form prescribed by the Department of Public Welfare, of the names of the persons received and committed, the cities or towns to which they belong, and the dates of their reception and discharge. (General Laws, Ch. 47, Sect. 8.)

Every inmate of an infirmary able to work shall be kept diligently employed in labor. If he is idle and does not perform such reasonable task as is assigned, or if he is stubborn and disorderly, he shall be punished according to the orders and regulations established by the directors. (General Laws, Ch. 117, Sects. 21 and 22. See also opinion of Attorney-General given to State Board of Charity, November 21, 1904.)

The only children who can be lawfully supported in a city or town infirmary for a period of more than two months are: (1) those who are so defective in body or mind as to make their retention in an infirmary desirable; (2) those who are under two years of age; and (3) those who are under three years of age, with mothers who are infirmary inmates and suitable persons to aid in taking care of them. In cases of failure of boards of public welfare to remove children illegally in infirmaries, the department of public welfare is required to remove them and provide for them otherwise, at the expense of the city or town concerned. (General Laws, Ch. 117, Sects. 38-39.)

Provision is made that tramps and vagrants, if physically able, shall perform labor of some kind, and shall be lodged under conditions prescribed by the State Department of Public Health. (General Laws, Ch. 117, Sect. 20.)

The Department of Public Welfare is authorized to advise with and assist local boards of public welfare in preparation of plans for infirmary buildings. (General Laws, Ch. 121, Sect. 38.)

INSPECTION OF INFIRMARIES

There are in Massachusetts 93 infirmaries. As required by law, every infirmary has been visited at least once by the department's inspector.

Recommendations are made at the time of inspection where need of improvement is obvious.

Attention is directed to the fact that the department has not the power to enforce recommendations. The Statutes provide that the department visit an infirmary and as a result of such visit make such suitable recommendations to the welfare board of cities and towns as would be necessary.

INFIRMARIES CLOSED

During the past year the infirmaries at Bridgewater, Chelmsford, Hingham, Monson and Sturbridge closed.

NEW CONSTRUCTION

There have been no new infirmaries constructed during this year. Improvements have been made in a great many infirmaries to their present structures.

INFIRMARY VISITORS

The infirmary visitors are local residents giving their services under the Commissioner's appointment. Those in office now are: Andover, Mrs. Frank L. Brigham; Boston, Miss Theresa M. Lally; Easthampton, Mrs. M. J. O'Neill; Fall River, Mrs. Joseph M. Barre; Fitchburg, Mrs. T. R. Shea; Greenfield, Mrs. Henry E. Nash; Holyoke, Mrs. John M. James; Malden, Mrs. Catherine A. Lovejoy and Mrs. Ellen Woolfson; Manchester, Mrs. Grace L. Porter; Montague, Mrs. Richard R. Lyman; Nantucket, Miss Mildred H. Brooks; Newburyport, Mrs. Frederick Tigh; North Adams, Miss Ione Northrup; North Attleboro, Mrs. Henrietta W. Livingston; Northampton, Miss Clara C. Allen; Somerville, Mrs. Marguerite E. Mauler; Springfield, Mrs. Laura H. Congdon and Mrs. Katherine R. Hatch; Townsend, Mrs. James H. Bennett; Waltham, Mrs. Anna Fogg; Warren, Mrs. Edna Deland.

IMPROVEMENTS

Amesbury renovated three rooms, putting in new ceilings, new walls and painted the rooms. Andover painted the buildings, installed new equipment, washing machine, ironer, beds, mattresses. They also painted some of the rooms. Athol made some repairs and painted some of the rooms. Beverly installed two stokers and one coal bin. Billerica put inlaid linoleum in the kitchen and pantry, also put in two hardwood floors, painted rooms, calcimined ceilings and did general repair work on outside of building. Long Island, Boston made special improvements and repairs. Among the improvements were the following purchases: 1 invalid walker for treatment room - 3 dressing carriages - 2 hospital surgical beds - 2 solite lamps for treatment room - 2 emergency lights for hospital - 1½ ton Chevrolet for Civilian Defense Pump. A Rotary Ventilator was purchased and installed in the recreation building - also 500 yards of blackout cloth - 141 electric hand lanterns for blackout purposes - hot water tank installed - installed 152 exit signs. Installed pump manifold and fire boat connector - 2 doors and frames in kitchen - fire door installed in west wing of hospital - shed built on front wharf for pumping engine - 1 Tokheim Gasolene Dispensing pump purchased - fire escapes erected on Administration Building. Partitions were erected in Children's building - 8" brick partition erected in basement of chapel - 4" cinder block fire proof partitions and doors erected as follows: Ironing room, Wards AA, A, B, C and E. Partitions erected in attic of Administration Building - alterations to brick walls in basements. Several leaks were also repaired.

A new roof was installed and several of the other roofs were repaired. Hinged windows and screens were installed - a partition was installed - extensive repairs were made to underground electric cables - motion picture projectors were overhauled - engine in power house repaired - boiler feed pump repaired - brick work on 6 boilers repaired - dumb waiter doors installed - safety gate installed - front wharf repaired - accusticar ceilings installed - No. 3 and 4 engines overhauled - windows purchased and installed - steam radiation installed in fire house - altar redecorated, statues, shrines on sides of altar, altar railing - painted kitchen - also wards in hospital, chaplain's quarters - installed linoleum in office corridor, attendant's room and minister and rabbi's rooms. All employees were fingerprinted and photographed for Coast Guard identification purposes - extensive repairs to SS "O'Meara" used for transportation of patients, visitors and employees from the institution to the mainland.

Harwich made repairs where needed. Haverhill made general repairs on the house and out buildings. Medford made general repairs and did some painting and plumbing repairs. Methuen coverted from oil to coal and a stoker was installed for the use of coal. Building and superintendent's living quarters painted, new floor coverings put in kitchen, light switches inspected and repaired or replaced where necessary. Nantucket installed new roofs. Newburyport repaired and rebuilt chimneys on main building, replaced and repaired cracked slates - built new steps to front entrance of each wing - replaced main water pipe - repaired boiler - replanked stalls and minor repairs in stables. South Hadley put a new roof on one side of the barn and made minor repairs to house and barn. All the walls, woodwork and ceilings in men's quarters were washed. The beds were painted and the springs given a coat of aluminum paint. In Spencer they remodeled the kitchen. Stoneham installed a new canning outfit - new water line to the barn - 2 hydrants. Ware put in new outside steps and also fence posts. Watertown put in 14 storm windows. Webster kept the building in general repair. Westfield put in new oak floors, replaced old water pipes, furnace grate replaced, installed new window frames, overhauled washing machines, installed new toilet seats, floors gone over and painted and varnished where needed, barn repaired and new stall added, two new pieces of land broken up for cultivation in 1944 - many new screens installed.

TABULATED INFORMATION RELATING TO INFIRMARIES - 1943

G. FRANK McDONALD, SUPERVISOR

TOWNS AND CITIES	SUPERINTENDENT	SALARY	TOTAL ACREAGE	VALUATION	NET COST	LARGEST NUMBER	POPULATION INSPECTION
Adams	Walter Kadala	$1,431.	360	$20,850.	$8,000.	19	15
Amesbury	Michael J. Ryan	1,050.	52	11,225.	6,654.31	14	12
Andover	Bertha W. Thornton	1,104.	½	46,000.	9,283.	12	11
Athol	Justin E. Welch	1,430.	142	22,000.	8,004.51	15	15
Attleboro	Addie L. Hoyle	132.71	118	15,400.	6,920.	18	9
Ayer	W. A. Bean	1,200.	55	14,000.	3,128.33	4	3
Barnstable	Geo. Hughes	1,080.	25	15,000.	7,926.51	12	11
Barre	Ezra Davis	1,200.	200	9,000.	5,030.	6	6
Beverly	George D. Batchelder	1,400.	7	61,500.	11,825.97	42	37
Billerica	Everett Hersey	1,200.	110	7,280.	7,234.28	8	7
Boston	Dr. James V. Sacchetti	5,000.	167	3,539,500.	749,451.51	1179	875
Braintree	Patrick Donohue	1,725.	7½	82,500.	7,446.30	19	12
Brookline	Elizabeth A. McMahon	500.	2	28,500.	11,016.18	13	9
Cambridge	Thomas M. Maynard, Sr.	2,550.	6	639,905.33	75,520.62	187	154
Chicopee	August Paulhus	2,595.75	17.4	215,000.	26,184.60	114	106
Clinton	Mrs. Agnes Learned	1,256.40	15	51,000.	9,450.10	19	14
Concord	Herbert L. Peterson	1,250.	74	19,650.	4,124.84	5	4
Dartmouth	Fred Payson	1,200.	62	24,100.	4,252.	10	8
Dedham	John C. Mulhern	1,794.	8	27,200.	9,338.77	22	12
Easthampton	Harry E. Morrison	1,962.	105	7,500.	3,099.54	10	8
Fairhaven	John Barcellas	1,309.29	14	14,500.	5,022.	14	9
Fall River	Thomas H. Friar	2,425.	11	139,400.	87,774.52	191	172
Falmouth	Jasper L. Lambert	1,234.20	2½	24,500.	3,695.20	10	5
Fitchburg	John J. Murray	2,127.50	47	44,000.	16,042.37	52	29
Franklin	Walter H. Adams	1,500.	123	13,500.	8,923.76	15	10
Gloucester	H. Leland Wolfe	1,458.60	14	69,200.	21,105.16	45	43
Greenfield	Harry E. Smith	1,650.	140	14,000.	5,594.84	19	15
Harwich	Jessie Hall	720.	5	1,150.	2,790.	5	3
Haverhill	William W. Savage	2,960.	125	204,406.47	44,763.27	126	115
Holyoke	Thomas W. Murphy	1,900.	86	155,000.	46,608.	101	100
Lawrence	Timothy H. Shine	3,160.	30	461,000.	154,248.84	293	215
Leominster	William Mounier	1,500.	96	101,000.	12,624.	37	26
Lowell	Arthur G. DeLorme	2,420.	75	251,750.	100,161.84	312	268
Lynn	Victor Principe	1,400.	35	272,650.	38,000.	112	106
Malden	Leonard D. Kingston	2,000.	10	113,200.	[illegible],381.28	50	43

Manchester	Arthur Morris	$1,500.	6	$21,500.	5,204.84	8	5
Mansfield	Fred J. Barrows	1,575.	91	25,000.	7,401.	16	8
Marblehead	John W. Kelley	1,500.	6½	36,000.	7,344.05	13	9
Marlboro	Lester Baker	1,200.	10	67,200.	8,500.	32	26
Marshfield	Ada M. Nightingale	780.	40	18,000.	6,564.39	8	4
Medford	John G. Rogers	3,300.	25	81,300.	9,791.30	36	29
Methuen	Mrs. Grace D. Stevens	1,400.	125	80,700.	14,708.98	31	25
Middleboro	Ernest Crowell	1,725.	35	40,700.	13,838.94	32	29
Milford	G. Costerman	2,000.	135	50,000.	12,090.	40	37
Montague	Henry O'Connell	1,361.03	75	7,000.	4,818.74	5	4
Nantucket	Samuel Purchell	1,480.	15	25,000.00	9,045.76	11	11
New Bedford	Robert R. Mercer	2,080.	61	303,327.17	66,961.59	159	149
Newburyport	Dudley T. Currier	1,200.	74	40,000.	10,978.70	31	25
Newton	John Ewart	3,100.	35	83,800.	10,557.51	23	16
North Adams	Michael Gorman	1,770.	240	9,000.	7,207.47	37	19
North Andover	Cris B. Foster	2,640.	125	15,000.	4,554.	8	5
N. Attleboro	Harold L. Grant	1,500.	57	35,000.	7,835.55	22	16
N. Brookfield	Charles Colburn	1,200.	125	26,515.	8,908.26	11	12
Northampton	Merville H. Stowe	1,560.	10	35,846.05	8,479.60	25	19
Northbridge	Klaus Dykstra	1,600.	85	14,297.	10,514.	35	26
Oxford	William H. Hatfield	900.	245	10,000.	6,965.	13	9
Palmer	Morris F. Lawler	1,500.	150	16,600.	3,871.82	9	7
Peabody	Charles Reynolds	1,600.	85	82,100.	18,725.	70	55
Pembroke	Charles F. Howe	480.	67	7,000.	4,266.	6	5
Pittsfield	William T. Griffin	2,500.	184	79,430.	18,873.10	79	52
Plymouth	Russell L. Dickson	1,068.40	10½	17,800.	7,681.99	17	10
Provincetown	Edna Tasha	660.	1	10,000.	2,906.76	5	6
Quincy	William Walsh	1,500.	3	7,000.	8,378.83	25	16
Randolph	John H. Marcille	1,456.	18	12,800.	4,300.	8	6
Rockland	Earl W. Wyatt	1,220.	16	12,000.	5,858.65	18	2
Rockport	George F. Parsons	700.	4	14,500.	2,500.	5	5
Salem	Thomas A. Kelliher	1,936.	25	142,000.	31,250.37	59	46
Saugus	Fred J. Sellick	1,320.	174.9	69,300.	4,888.77	10	5
Somerset	Mary Fleck	600.	55	37,500.	2,017.	5	4
Somerville	George S. Goodrich	2,750.	5	184,700.	16,107.20	85	45
S. Hadley	Frank Cary	1,560.	30	10,500.	2,487.97	10	7
Southbridge	Paul Beauregard	1,800.	2	18,000.	4,527.41	19	14
Spencer	Harry Wilson	1,320.	190	14,100.	4,299.32	11	8
Springfield	William J. McCann	3,467.88	12	147,750.86	128,913.	234	186
Stoneham	William H. Holfe	2,480.	16	25,625.	11,854.53	33	19
Sutton	Klaas Dykstra	1,600.	85	15,388.	9,656.18	21	14
Taunton	Clarence E. Shore	1,650.	110	90,500.	17,182.49	48	40
Townsend	Otto Hyvarinen	800.	195	9,400.	2,475.	8	7
Uxbridge	Herman Nydam	1,000.	65	12,000.	6,031.88	16	12
Wakefield	Jeremiah J. Peck	1,716.	4½	12,000.		18	13
Waltham	Leon C. Hoyt	1,800.	13	91,500.	18,825.	68	50

Ware	Doruis Demers	$1,440.	55	$25,000.	$4,341.70	10	10
Wareham	Frank Butland	440.	3	5,600.	2,393.56	5	4
Watertown	Harry J. York	1,144.	5	46,734.50	6,578.	14	11
Webster	Hector Patenaude	2,000.	217	22,220.	6,498.22	33	30
Westfield	R. T. Carrier	1,680.	123	42,000.	9,152.01	27	24
Westford	Leo Cornell	1,288.	100	12,500.	8,523.52	13	11
Westport	Margaret F. Costa		42	5,000.	3,315.	7	6
Weymouth	Fred P. Tolman	2,070.	44	42,800.	7,535.37	15	10
Winchendon	John R. Priest	1,072.52	18	23,900.	6,962.63	24	15
Woburn	Thomas J. Curran	1,440.	25	17,500.	7,570.58	41	10
Worcester	Hillery E. Royal	4,150.	495	573,322.	159,640.	310	260

CHARLTON ASSOCIATION

Charlton	)						
Ashburnham	)						
Auburn	)						
Berlin	)						
Boylston	)						
Brookfield	)						
Hardwick	)						
Holden	)						
Leicester	)						
Millbury	)						
New Braintree	)						
Oakham	)						
Princeton	)	H. D. Sargent	1,800.	390	25,838.25	14,710.69	49	49
Rutland	)						
Sterling	)						
Warren	)						
West Boylston	)						
Westminster	)						
East Brookfield	)						
Holland	)						
Dana	)						
Hubbardston	)						
West Brookfield	)						
Paxton	)						

Statistics of Poor Relief

Number Relieved

Table I shows the number supported or relieved by the cities and towns in the Commonwealth during the year ending December 31, 1942. All persons are included, regardless of settlement. The total number receiving aid in any form was 279, 120, a decrease of 123,605 from previous report. For some years this table has contained an unemployment figure--in the last report it was 185,148--but this year, on account of the great demand for all types of workers in the war industries, this information was not required. Of the persons aided in institutions, 9,058 were aided in city or town infirmaries and 6,168 were cared for in other institutions. Of the outside aid, 5,152 were aided in private families and 105,516 were assisted in their own homes. This last figure represents an increase of approximately 65,000 over last year, due mostly to the fact that it includes many persons formerly counted under unemployment. It comprises practically all city and town aid usually known as local public outdoor relief, except 51,741 Aid to Dependent Children recipients, a decrease of 3,973, and 101,485 Old Age Assistance recipients, a decrease of 258 from the previous report, which was for the year ending March 31, 1942.

It might be well to explain here that on account of the date for the Annual Report being changed to December 31 instead of March 31 as formerly, the months of January, February and March, 1942, had to be included in both reports--the one for the year ending March 31, 1942, and this report, for the year ending December 31, 1942.

Cost of Relief

Table II shows the funds expended by the cities and towns in the Commonwealth for all poor relief, within their respective fiscal years. The aggregate is classified as "ordinary", or maintenance, and "extraordinary", or special. Expenses in institutions and outside are called ordinary expenditures. The subdivision follows the classification in Table I with regard to the nature and the place of aid. The difference between the ordinary expenditures and the receipts on account of maintenance comes under the heading of "net ordinary expenditures".

The grand total in Table II shows an aggregate expenditure of $60,911,400.55. Of this sum, $60,876,297.40 was ordinary outlay, or maintenance, a decrease of $1,226,508.29 from last year; the remainder, $35,103.15, was expended for improvements at the city and town infirmaries. Of the money expended for maintenance, $2,496,736.70 was for infirmary care and $1,250,932.13 for relief in other institutions. These amounts represent a decrease of $179,311.41 from last year for institutional relief. Care in private families cost $768,499.97 and relief in recipients' own homes amounted to $10,059,578.54. These two totals combined show a decrease of $3,520,777.38 from the previous report.

The sum of $35,349,109.01 for Old Age Assistance was expended, an increase of $3,172,984.92 over last year. The sum of $8,420,674.62 was expended for Aid to Dependent Children, representing a decrease of $405,059.58.

The cost of administration of General Relief, including salaries and office expenses of the local boards of public welfare, came to $2,530,766.43. This amount shows a decrease of $294,344.84. The

total receipts on account of ordinary expenditures were $40,607,900.25, classified as receipts on account of infirmaries, $259,703.07, and all other, $40,348,197.18. Subtracting receipts from total expenditures leaves $20,268,397.15, net ordinary expenditures. This amount shows a decrease of $4,530,626.20 since the last report, March 31, 1942.

Pages 96 thru 105 & 106 thru 112

TABLE I--Number of Poor Persons Supported or Relieved during the year ending December 31, 1942

(Consult copy of Annual Report in Commissioner's Office, Room 36 -- or in Library Copy)

TABLE II--Cost to Cities and Towns of Supporting and Relieving Poor Persons in Institutions, in Private Families and in their Own Homes, for the Year ending December 31, 1942.

(See copy in Commissioner's office, or Library copy)

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LAWS AFFECTING THE DEPARTMENT PASSED BY LEGISLATURE
DURING SEVEN-MONTH PERIOD FROM DECEMBER 1,1943 THRU
JUNE 30, 1943

Chap. 97-AN ACT RELATIVE TO PAYMENT FOR MEDICAL, HOSPITAL AND OTHER SERVICES RENDERED ON ACCOUNT OF DEPENDENT CHILDREN AND THEIR PARENTS.

Approved March 24,1943

Chap. 117-AN ACT PERMITTING RECIPIENTS OF AID TO DEPENDENT CHILDREN, SO CALLED, TO LEAVE THE COMMONWEALTH WITHOUT SUSPENSION OF SUCH AID.

Approved March 26,1943

Chap.169-AN ACT RELATIVE TO THE INSPECTION AND DISCLOSURE OF RECORDS CONCERNING OLD AGE ASSISTANCE, AID TO DEPENDENT CHILDREN AND AID TO THE BLIND.

Approved April 12,1943

Chap.216-AN ACT TO PLACE CERTAIN CHILD WELFARE SERVICES EMPLOYEES UNDER THE CIVIL SERVICE.
(Sect. 1 & 2) Approved May 6,1943

Chap.266-AN ACT TO PROVIDE FOR FILING REPORTS OF LOCAL PLANNING BOARDS WITH THE STATE PLANNING BOARD INSTEAD OF WITH THE DEPARTMENT OF PUBLIC WELFARE.

Approved May 13,1943

Chap.275-AN ACT TO MAKE UNIFORM THE PERIOD OF TIME OF LIABILITY OF THE COMMONWEALTH IN CONNECTION WITH NOTICES OF THE GIVING OF PUBLIC ASSISTANCE BY CITIES AND TOWNS.
(Sect. 1 & 2) Approved May 14,1943

Chap.422-AN ACT TEMPORARILY PROVIDING FOR THE TRANSFER TO AND FROM, AND THE MAINTENANCE IN, MUNICIPAL AND COUNTY INSTITUTIONS OF PATIENTS IN OR INMATES OF CERTAIN STATE INSTITUTIONS.
(Sect. 1 & 2) Approved June 4,1943

Chap.470-AN ACT PERMITTING RECIPIENTS OF OLD AGE ASSISTANCE, SO CALLED, TO LEAVE THE COMMONWEALTH ON VISIT WITHOUT SUSPENSION OF SUCH ASSISTANCE.

Approved June 8,1943

Chap.476-AN ACT RELATIVE TO HOSPITAL AND MEDICAL EXPENSES IN CONNECTION WITH THE SUPPORT OF POOR PERSONS.

Approved June 9,1943

Chap.489-AN ACT MAKING CERTAIN CHANGES IN THE OLD AGE ASSISTANCE LAW, SO CALLED.
(Sect. 1-3) Approved June 9,1943

Chap.490-AN ACT RELATIVE TO REIMBURSEMENT OF CITIES AND TOWNS IN CONNECTION WITH PAYMENTS MADE UNDER THE OLD AGE ASSISTANCE LAW.

Approved June 9,1943

Chap.491-AN ACT RELATIVE TO REIMBURSEMENT OF CITIES AND TOWNS IN CONNECTION WITH PAYMENTS MADE UNDER THE AID TO DEPENDENT CHILDREN LAW.

Approved June 9,1943

Chap.504-AN ACT RELATIVE TO THE PAYMENT OF EXPENSES FOR THE SUPPORT OF CERTAIN NEGLECTED CHILDREN.

Approved June 10,1943

Chap.506-AN ACT RELATIVE TO THE PAYMENT OF EXPENSES FOR MEDICAL, HOSPITAL AND OTHER SERVICES RENDERED TO OLD-AGE ASSISTANCE RECIPIENTS.

Approved June 11,1943

Chap.512-AN ACT REQUIRING THE APPROVAL OF THE DEPARTMENT OF PUBLIC WELFARE IN CONNECTION WITH CERTAIN PROCEEDINGS ON BONDS AND MORTGAGES GIVEN TO SECURE OLD AGE ASSISTANCE,, AND MAKING CERTAIN PERSONS ELIGIBLE FOR SUCH ASSISTANCE NOTWITHSTANDING THEIR OWNERSHIP OF REAL ESTATE UPON WHICH THEY DO NOT RESIDE.

Approved June 11,1943

Resolves:

Chap. 23-RESOLVE PROVIDING FOR AN INVESTIGATION BY THE DEPARTMENT OF PUBLIC WELFARE RELATIVE TO AMOUNTS PAYABLE BY THE COMMONWEALTH FOR THE EXPENSES OF THE FUNERAL OF CERTAIN POOR PERSONS.

Approved May 28,1943

Chap. 24-RESOLVE IN FAVOR OF THE TOWN OF BELCHERTOWN.

Approved May 28,1943

Chap.38-RESOLVE PROVIDING FOR AN INVESTIGATION AND STUDY BY A SPECIAL COMMISSION RELATIVE TO THE OLD AGE ASSISTANCE LAW, SO CALLED, AND CERTAIN RELATED MATTERS.

Approved June 8, 1943

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Massachusetts. Dept. of Public
Welfare.
Annual report. 1944.

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PART III

THE COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF PUBLIC WELFARE

Arthur G. Rotch, Commissioner

To the Honorable Senate and House of Representatives:

The Twenty-fifth Annual Report of the Department of Public Welfare, covering the year from July 1, 1943, to June 30, 1944, is herewith respectfully presented.

Members of the Advisory Board of the

DEPARTMENT OF PUBLIC WELFARE

Date of Original Appointment	Name	Residence	Date of Expiration
12/10/41	Francis C. Gray (Resigned 7/12/43)	Boston	Jan.31, 1944
12/10/41	Mrs. Selma C. Bernkopf	Brookline	Jan.31, 1945
12/ 1/35	Mrs. Mary W. Roberts	Newton	Jan.31, 1945
6/26/40	Walter H. Shales	Worcester	Jan.31, 1946
10/13/43	Harold S. Fuller	Winchester	Jan.31, 1946
9/8/43	Reverend James M. Doyle (vice Francis C. Gray)	Boston	Jan.31, 1947
9/9/42	Henry R. Guild	Needham	Jan.31, 1947

This report covers the new fiscal year July 1, 1943 to June 30, 1944. During the summer months the Division of Aid and Relief was mainly concerned with getting the new Chapter 489 in effect and trying in every way to help local Boards adjust their procedures to the new Act. Unfortunately this Act came at a time when the war had depleted the personnel in many cities and towns and many of the communities had difficulty with only three months to accomplish the work of getting their cases adjusted and finding out whether the legally liable sons and daughters had sufficient funds to support their parents fully or partially. It was fairly late in the fall before the Department received the first request for prosecutions and many problems arose in setting deadlines as to when all the features of that Act should become effective. In some sections of the State, excellent work was done on this and many cases were brought into court and the judges followed, on the whole, very closely the scales that were set up for the amount of support that should be given in the individual cases.

At the same time however, many have felt that the requirement of these specified amounts in each instance created hardship and more use should have been made of Chapter 118A, Section 2A, Clause 7:

"In any case any unusual circumstances within the immediate family shall be considered with a view to determining whether such circumstances justify an exemption from the general rule relative to persons coming within the above classes." The Department felt that the phrase, "unusual circumstances," needed to be limited by some pretty definite rules to prevent greatly different uses of this clause in the different parts of the State.

The Department had many doubts about the new features of this law requiring regular children's support. It did assure adequate assistance to the recipients, but it would appear to create a hardship on sons and daughters who would need to change their mode of living in order to provide the required support.

As time went on during the year, it was also discovered that there was real friction in families caused by this Act, but the Department in enforcing the law did not see any other way of proceding than that laid down in the policies, regulations, etc., sent to the local Boards.

The caseloads in all categories continued to decline. In General Relief the decline went farther than we ever expected it could, but the demands of industry and business resulted in the re-employment of many people who had been previously classed as unable to find employment again.

In the Division of Child Guardianship the caseload dropped because of decreased intake and because most boys over 17 years of age have gone into the service. The pressure came in the fact that it was very difficult to find foster homes. In many cases women wished to give up taking our children in order to enter industry where they could earn large wages. This problem was presented to the Governor and he approved nine temporary jobs so that it was possible for the Department to set up a Home-Finding Unit and supplement the personnel in other parts of the Division. The regular board rate paid to foster parents had been raised in June, 1943 to $5.00 a week which helped somewhat.

The Department stood ready for immediate action in connection with Civilian War Assistance, Services and Assistance to Enemy Aliens and Others Affected by Governmental Restrictive Action, and Civilian Emergency Relief.

The Commissioner's participation in the Evacuation Division of the Massachusetts Committee on Public Safety declined markedly. There were a few cases of Civilian War Assistance and Services and Assistance to Enemy Aliens and Others Affected by Governmental Restrictive Action that were helped by special funds made available to the Department. These were all reimbursed by the Federal Government. It was apparent during the year that the war would not come to the shores of this country and so all the planning and preparedness that had been so wisely undertaken did not have to be actually used. However, all the time put into it was well spent and as far as the Department of Public Welfare was concerned, we felt sure that if anything did happen we would be ready to meet the emergency. The record of all these undertakings certainly will be valuable if the country is ever unfortunate enough to become involved in another world war.

The new plans for a subsidy for the school lunch program were inaugurated and carried out with great success. The subsidy program along with the surplus commodities donated by the Federal Government resulted in a large increase in the number of schools and the number of children participating in this very worth-while project.

There were few important changes in personnel in the Department. Several of our loyal and efficient employees were called into the service and Mr. Roger Dennett, a Representative in the General Court, was appointed to the position of Assistant to the Commissioner of Public Welfare. Miss Marjorie G. Siskey was appointed to the position of Welfare Training Instructor. Both of these individuals were of great help to the Department in carrying out and interpreting its program to the people of the State.

During the year many conferences were held with the Governor, Commissioner of Mental Health, the Commissioner of Public Health, the Commission on Administration and Finance and the Emergency Public Works Commission in connection with the need for more institutional care for various groups in the State. A proposal was made during this year to make better use of the facilities in the State in the way of local infirmaries and other institutions. The whole program finally became one for the Emergency Public Works Commission to work out.

The Emergency Public Works Commission finally proposed a shift whereby a new hospital would be built for the Department of Public Health for the care of the chronic sick and cancer patients of the hospital. At the same time it was proposed that Mental Health take over Tewksbury and a new institution be built at Pondville. This site was not satisfactory to the Trustees of the Tewksbury State Hospital and Infirmary, nor to the Commissioner and it was therefore planned to have the Trustees find a more suitable location.

The Commissioner again served on the continuing recess Commission on Intergovernmental Relations which concerned itself mainly with planning for the abolishment of settlement and the reimbursement of 75% of the cost of all forms of public assistance to the cities and towns.

The Commissioner also served on the Massachusetts Board for Promotion of Opportunities for Young People, Home Garden Development Committee, Committee on Youth Guidance, State Advisory Committee on Veterans Rehabilitation and Re-employment, Governor's Emergency Relief Commission, Emergency Welfare Director for the State, State Compensation Board, Evacuation Division of the Massachusetts Committee on Public Safety, and the Massachusetts Committee on Recreation.

Once again the Commissioner wishes to thank the members of the staff of the Department and the members and employees of the local Boards who did their utmost to cooperate in the many problems caused by the change in the Old Age Assistance Law as set forth in Chapter 489, Acts of 1943.

DIVISION OF AID AND RELIEF

Rollo A. Barnes, Director

The Division of Aid and Relief includes four subdivisions:

Subdivision of Settlement, Subdivision of Supervisory Service, Subdivision of Social Service to Tewksbury State Hospital and Infirmary, Subdivision of Appeals.

The reports of the supervisors of these subdivisions are herewith submitted.

* * *

The functions of the Division of Aid and Relief include the supervision of the Old Age Assistance and Aid to Dependent Children programs in which the federal government participates through the Social Security Board; and the assistance given to persons not having a legal settlement under the so-called General Relief and Sick State Poor programs, all of which are administered by the local Board of Public Welfare of each of the three hundred and fifty-one towns and cities of the commonwealth. The Division distributes the federal funds to these towns and cities and reimburses from state funds varying proportions of such assistance in accordance with legal provisions. Boards of Health are also reimbursed for the expenses of caring for needy persons who have no legal settlement and are suffering from diseases dangerous to the public health under the so-called Dangerous Disease program. Through the Subdivision of Social Service to the Tewksbury State Hospital and Infirmary the admission and discharge of patients at the Tewksbury State Hospital and Infirmary is provided for.

The major achievement in the year's work of the Division was the completion of the Manual of Assistance Policies and Procedures which was issued in November, 1943. This represented a year and a half's work on the part of Miss Rosa Rabinow, District Supervisor in the Worcester District Office, who completed this task in addition to her regular duties. Grateful acknowledgment is made of this tremendous contribution which is due in a large part to Miss Rabinow's ability and devotion to the work without regard to the time spent far beyond the usual working hours. The Manual represents a major review of all available material relating to policies and procedures of public assistance. Each policy and procedure represented was re-examined and discussed with local Boards of Public Welfare and the staff of the Division. The conclusions reached, approved by the Commissioner, were all incorporated in this one volume so that there would be a uniform basis for work performed by local Boards of Public Welfare and supervised by the staff of the Division. We believe that the Manual has proved to be of great value in consolidating gains made in the administration of public assistance and provides a sound basis for continuing improvement. It is recognized that such material must have continuing study and amendment when the need is shown in order to be of greatest usefulness. Acknowledgement should also be given to the staff of the Division and of local Boards of Public Welfare for their contributions to the material contained in the Manual and to the efforts given to make the completed Manual an effective tool in their day-to-day requirements.

While the Division's work has been inevitably devoted in a large measure to carrying out the new provisions of the Old Age Assistance Law, as amended by Chapter 489 of the Acts of 1943, it has been possible during the year to complete a Study of the Characteristics of the General Relief Program which has been of considerable value in understanding the problems which remain in this category. The study, which was published by the Department in December, 1943, is recommended for further study. The field work of a Study on the Characteristics of the Aid to Dependent Children has been completed and is now in the process of being tabulated. A Study of the Characteristics of the Old Age Assistance Program has been commenced and should provide a sound basis for considering any changes which may be proposed and it is hoped that the results will be available in time for use by the Legislature in 1945.

Old Age Assistance has constituted the major administrative problem of the Division not only because at the present time it constitutes 90% of the persons receiving assistance but because of the widespread public interest and the number of changes made in the law. As indicated in the preceding report of the Division, Chapter 489 of the Acts of 1943 which became effective September 8, 1943, provided among others the following changes:

1. The use of budgetary standards was made mandatory upon each town and city subject to adjustment to the minimum rates.

2. Each applicant and recipient must be provided with an informational pamphlet and an appeal blank on which is printed information concerning the rights of appeal and methods of securing a fair hearing before the Subdivision of Appeals.

3. The liability of sons and daughters was liberalized as to the amounts of contribution but the son or daughter must make this contribution in accordance with the prescribed standards and do so regularly or face prosecution under the non-support law.

4. The law also specifies very clearly that each recipient of Old Age Assistance must have such contributions actually in hand for use before refusing or reducing the amount of assistance to which he would otherwise be entitled.

The size of the task involved in securing adherence to the mandatory budgetary standards is indicated by the recommendations made in House No. 1475, Special Report of the Commissioner of Public Welfare in regard to An Investigation and Study of the Administration of the Old Age Assistance Law and of the Benefits Received by Recipients of such Assistance, when it was recommended that the mandatory use of budgetary standards be established after a year's time in which to prepare for this change. In spite of this short time there was substantial compliance with this requirement by September 8 when the law became effective. Too much credit can not be given to the staff of the Division and of local Bureaus of Old Age Assistance in accomplishing this task to the extent to which it was done. In securing satisfactory contributions from the sons and daughters of the recipients a difficult and even larger task was involved. Many cities and towns have shown that prompt, thoughtful action made it possible to carry out the provisions of the law without too much difficulty. Because of the continuing delays in other towns and cities it was necessary to require that this work be brought to a decisive point by February 1 lest delay either on the part of the sons and daughters or on the part of the administering town or city result in unwarranted expenditures of Old Age Assistance instead of securing for the recipients the appropriate amount of support from sons and daughters, as provided under Chapter 489. Even with continued activity the problem of securing the support required under Chapter 489 has been the most difficult part of administering Old Age Assistance. It has obviously been distasteful to those persons on whom the responsibility fell for taking court action against children. It has represented a new burden on many sons and daughters who are now enjoying for the first time a sufficiently high wage to make them liable for a contribution. It has been burdensome on many other sons and daughters who have had fixed incomes and face higher living costs and higher taxes without a corresponding increase in income. Moreover there is such a widespread feeling that Old Age Assistance is a pension that the requirements for such support in place of Old Age Assistance in whole or in part has come as a disappointment to many persons.

In spite of these difficulties contributions being received by recipients of Old Age Assistance in May, 1944 were at an annual rate of $2,740,000 per year and an additional $2,400,000 by those persons who were either refused Old Age Assistance on application or whose Old Age Assistance was discontinued because of children's contributions, according to a survey made at the request of the Recess Commission to Study Old Age Assistance and Aid to the Blind. The Department

believes that little of this contribution would be made if the law requiring children to contribute was repealed. Many new applications for assistance would also be made by those whose children are now providing full support. It would therefore appear that elimination of children's support would be an extremely expensive undertaking in spite of its manifest advantages.

An interesting result of the new law has been the number of appeals received when the informational pamphlets and appeal blanks were sent to each applicant and recipient of Old Age Assistance when a decision was rendered regarding their assistance. Approximately 1500 appeals were received during the first six weeks of operation of the new law, as contrasted with the normal 350 which might have been expected previously. This tremendous volume of appeals was handled in part by conducting pre-appeal conferences in the local offices by the area visitors from the district office staff. In these conferences it was found that many persons had filed the blank on the mistaken assumption they were required to do so. Others withdrew their appeals when a general explanation was given of what Old Age Assistance can and can not do. Since this initial increase in the number of appeals received, the monthly number has fallen below the previous average.

The supervision of Old Age Assistance by the district office staff has of necessity been devoted in a very large part to providing every assistance possible to the local Boards of Public Welfare and Bureaus of Old Age Assistance in conforming with all the requirements necessary to assure state and federal funds. It has interrupted the case review method by which such reimbursements will be normally safeguarded under the present plan. It is hoped to resume this more normal method of supervision at an early date.

The Bureau of Accounts, in cooperation with the Social Security Board, has developed new procedures by which the monthly claims of local Boards of Public Welfare for state and federal funds can be made and audited more promptly and more clearly than was previously possible. As the period covered by this report draws to a close, these new procedures are being put into effect and it is reasonable to assume that the results will be eminently satisfactory to all concerned. Again in the preparation of this material very fine cooperation has been secured from all local Boards of Public Welfare participating so that these procedures will prove to be of mutual benefit.

Other reports on the work of the Division follow.

SUBDIVISION OF SETTLEMENTS

Roy D. Merchant, Supervisor

The subdivision of settlements investigates the settlements of patients admitted to the Tewksbury State Hospital and Infirmary, State Farm (Infirmary Department), State Sanatoris, and the Massachusetts Hospital School, and generally supervises the settlement work of the division. There were no persons remaining in the Infirmary Department of the State Farm on June 30, 1944.

The facilities of the Infirmary Department are no longer available for the admission of dependent persons from cities and towns.

The following table is a summary of the work accomplished for the year ending June 30, 1944 in the examination and investigation of settlements of inmates of the State Institutions:

Institutions	Examinations	Orders Issued	Settlements Found	No Settlement	Orders withdrawn	Total Cases Returned.
State Infirmary	1589	590	454	100	17	2750
State Farm	8	9	3	6	0	26
Lakeville State Sanatorium	171	149	147	6	0	473
No. Reading State Sanatorium	98	79	70	2	0	249
Rutland State Sanatorium	214	109	104	23	0	450
Westfield State Sanatorium	223	173	168	4	0	568
Massachusetts Hospital School	7	10	9	2	0	28
TOTALS	2310	1119	955	143	17	4544

Cases pending June 30, 1944 - ; 105

ANNUAL REPORT

July 1, 1943 - - - June 30, 1944

AUDIT

	Bills	Claim	Allowances	Deductions
SICK STATE POOR	4,452	$ 190,120.92	$ 78,135.77	$ 111,985.15
TEMPORARY AID	10,091	2,320,569.08	2,286,070.20*	34,498.88
DANGEROUS DISEASES	1,370	162,726.94	135,922.45	26,804.49
BURIALS	322	25,986.20	24,120.20	1,866.00
TOTALS	16,235	$ 2,699,403.14	$ 2,524,248.62	$ 175,154.52
Aid to Dependent Children	7,490 **	---	2,946,951.12	* * *
Old Age Assistance	78,303 **	---	18,765,217.79	* * *

* $650,851.60 of this amount was in payment of last year's schedules and balances deduction of the same amount from 1942/43 report.

The TEMPORARY AID allowance includes $1,034.42 for transportation to the State Infirmary and $1,642.51 for all other transportation.

** Average case load.
*** Disallowances and adjustments are made on relief rolls from month to month.

REMOVALS

The department is charged with the duty of removing sane poor persons to cities and towns within the Commonwealth, or, when not belonging in Massachusetts, to the state or place where they belong. The following table shows the removals made during the year:

	1942	* 1943	1944
To other countries	1	0	0
To other states	118	44	72
To towns of residence	1127	517	730
	1246	561	802

* 7 months

SUPERVISION OF WAYFARER'S LODGES AND CHEAP LODGING HOUSES

There is but one municipal lodging house in the Commonwealth known as a "Wayfarer's Lodge," and this is maintained by the City of Boston. It has a capacity for 170 men. No women are lodged.

The other houses are either commercial or supported by charitable corporations. They are located in Boston, Springfield, New Bedford and Fall River, and have a total of 1,702 beds.

The houses upon inspection by a representative of the Department were found to be patronized nearly to capacity. Conditions are satisfactory and in general the houses appear to be supplying a well-needed haven for wayfarers.

Commonwealth of Massachusetts
Department of Public Welfare
Division of Aid and Relief

SUBDIVISION OF SUPERVISORY SERVICE

REPORT

July 1, 1943 - June 30, 1944

The administration of public assistance in this Commonwealth is the function of local boards of public welfare and bureaus of old age assistance. The over-all supervision of the program of the administration of public assistance is the responsibility of the State Department of Public Welfare. Duties in connection with the State Department's responsibility are largely discharged through the Subdivision of Supervisory Service and its staff working out of seven district offices throughout the Commonwealth. Theirs is a job of supervision.

An authority on the subject of supervision says: "The purpose of supervision is to get the job done on an efficient basis and in an effective manner. The methods used, the skills applied, and the leadership given in the execution of the day-by-day work determines its productiveness. The nature of this process is not that of a rubber stamp, nor is it a mystic "bag of tricks." It is not a sterile checking on accuracy of form filling and rule following, nor does it seek to force the minds and actions of staff into a common mold through exerted authority. Rather, it seeks to stimulate and release the individual's capacity to use his own knowledge and judgment in the performance of his duties, operating as a part of the whole. Developmental supervision is a continuing process through which all staff members achieve greater awareness of possibilities in the job and in their own capacity to perform purposefully and with constructive accomplishment.".....
"the supervisor has two major foci of responsibility: first, the adequate and positive interpretation of agency functions, policy and procedures; and, second, the development of the capacities of the staff carrying out this program in the most productive manner."

CHANGING CONDITIONS Since economic conditions, the public's ideas of its responsibility to people, and legislation are continuously changing, so does the program and functions of those who administer and supervise public assistance. Local boards of public welfare and State staff have earnestly and diligently sought to meet these changes as they came, and to carry out their task to the best of their ability. While there is ample legal authority, supervision, as construed by the State Department, depends upon competence and knowledge of the job to be done rather than authority.

Administering assistance is a teamwork job, and depends not upon close cooperation and exchange of ideas between the federal, state, and local authorities charged with the duties of making this program effective. Continuous learning, exchange of ideas and methods and mutual helpfulness is the order of the day.

During the period of this report the greatest changes which took place were included in the requirements of Chapter 489 of the Acts of 1943. This amendment to Chapter 118A of the General Laws of the Commonwealth provided for a mandatory budget in Old Age Assistance and the enforcement of contributions by children of the aged who are legally liable to support their parents to a degree designated by this amendment.

Putting these provisions into operation by the effective date, September 8, 1943, was a gigantic undertaking for local and state officials. Speaking for the State staff it involved a very careful study of the law, helping to work out details and methods of implementing the law, and interpretation, followed by guidance and help to local boards in each of the cities and towns of the Commonwealth.

On the part of the local administrators and their staffs it meant reviewing practically every one of the 80,000 cases receiving Old Age Assistance, rebudgeting many of them, looking up legally liable children of recipients, verifying their wage reports, establishing relationships with courts and court officials where legally liable children were not contributing to the support of their parents without legal action, and in hundreds of cases instituting court proceedings.

As a result, the number of recipients decreased from September 1943 to October 1943 by about 1100 cases, but the greater liberality provided for by Chapter 489 gave those remaining as much in amount of money as the greater number received the month previous. It is interesting to note the change in various types of assistance between October 1940 and October 1943. This is revealed in the accompanying Chart #1.

While this chart shows the number of recipients decreased materially in all three categories yet due to the rise in the cost of living the increased concern about caring for people in need, higher standards expressed through the legislature and a realization of people's needs caused an increase in the amount given per individual of 39.02% in Old Age Assistance, 21.1% in Aid to Dependent Children, and 10.6% in General Assistance. The total number of people receiving assistance decreased from 151,143 in October 1940 to 101,598 in October 1943, a decline of 49,545 cases of 32.7%. The total expenditure for these recipients decreased, however, by 13.6% or $640,353.

MANUAL OF PUBLIC ASSISTANCE A revised issue of the Manual of Public Assistance was presented to the State staff in November 1943. Learning this Manual, and ways of helping local units to learn its contents and use, required considerable effort on the part of the field staff. After stimulating their study in all parts of the State by conducting group meetings and individual conferences, every assistance was given to local boards and staff members in acquiring a working knowledge of the Manual. The clarification of processes and methods of getting the job done has been greatly facilitated by the issuance of this volume. Suggestions from local units and State staff are constantly requested for revision and improvement.

NEW PAY ROLL SYSTEM In the spring of 1944 a simplified pay roll system for Aid to Dependent Children and Old Age Assistance was inaugurated by the Department for use of all local units. The supervisory staff learned this thoroughly and helped local boards of public welfare to try it out for use beginning June 1. This gain changed considerably the nature of the field worker's approach to his job and enabled him to get further away from a checking process to a wider and more helpful supervision.

POST WAR PLANNING All through the year the staff took part in post war planning, and learning the resources to help assure returning service men and women of rehabilitation and readjustment in any way they, or the local boards, might be called upon to have a part.

LOCAL ADMINISTRATION During the year a committee of the State Department studied the nature of local administration within the Commonwealth. It was found that units (local) of public welfare are administered as follows:

	No. of Cities and Towns
By Elected Officials without an employed staff.....	91
By Elected Officials with paid clerks.....	32
Others-	
With Civil Service workers in one unit.....	202
With Bureau of Old Age Assistance members acting as workers.....	9
With towns participating with one or more other towns in employing a worker.....	17

The State Department is interested in seeing the best possible local administration and always welcomes an opportunity to help local boards of public welfare unite with other towns in employing workers jointly when they seek this help to improve their administration.

From the above designated progress and activities it is evident that the Commonwealth is sharing the goal of the Social Security Board as voiced by its Chairman, Mr. Arthur Altmeyer, when he defines Social Security as "a satisfying existence for every single individual in a free country."

Chart 1

Comparisons in numbers of cases and
Amount of Expenditures in Public Assistance in
Massachusetts

October 1940 & October 1943

	CASES				DIRECT EXPENDITURES			
	Oct. 1940	Oct. 1943	DECLINE	Per Cent	Oct. 1940	Oct. 1943	Increase or Decrease	Per Cent
OLD AGE ASSISTANCE	86,425	78,853	7,572	8.76	$2,475,318	$3,049,203	+$573,885	23.2
Average per case O.A.A.					$28.64	$38.67	+10.03	35.02
AID TO DEPENDENT CHILDREN	12,444	7,567	4,877	39.2	716,823	532,280	-184,543	25.7
average per family A.D.C.					57.60	70.34	+$12.74	22.1
GENERAL RELIEF								
Combined Family and Single	52,274	15,178	37,096	70.6	$1,506,403	456,708	1,049,695	69.7
Employable	36,005	2,261	33,744	93.7	947,294	83,996	-863,298	91.3
Unemployable	21,269	12,917	8,352	39.3	559,109	272,712	-286,397	51.2
Average per case G.R.					$26.30	$30.09	+$3.79	10.6
--TOTAL--	151,143	101,598	49,545	32.7	4,678,544	4,038,191	640,353.	13.6

REPORT OF THE SUBDIVISION OF SOCIAL SERVICE

December 1, 1942 - June 30, 1943

July 1, 1943 - June 30, 1944

The Subdivision of Social Service divides its work into two rather distinct functions--the service to patients at Tewksbury State Hospital and Infirmary on admission, and which follows through to the discharge of the patient from the hospital, with the follow-up and after care of certain patients in the community, and the advice and assistance to clients and to agencies for clients who might go to the Institution or become public dependents unless provided for otherwise. This report, due to the change in the fiscal year, will cover one year and seven months, from December 1, 1942 to June 30, 1944. The statistics have been separated to cover the seven months from December 1, 1942 to June 30, 1943, and the year, July 1, 1943 to June 30, 1944, but the comments and explanations are applicable to the whole period.

The total admissions for the seven months, December 1, 1942 to June 30, 1943- 992

Average daily census - 2279	Highest day census - 2386
Lowest census - 2109	Total discharges - 924
Births - 53	Deaths - 274 (14 insane)

The total admissions for July 1, 1943 to June 30, 1944- 1634

Average daily census -2094	Highest census - 2144	
Lowest census - 1981	Total discharges - 1331	
Total number insane - 530	Births - 81	Deaths - 512 (31 insane)

"How has the war affected Tewksbury" is an appropriate inquiry, and in an attempt to answer, certain aspects stand out--the low population due to the decrease of homeless and unemployable men in residence, the constant demand for beds for the chronic sick who come for terminal and long time care, the unprecedented number of applications for the mentally defective and malformed infants, the comparatively few unmarried pregnant women, and most important, the alarming fact of the increasing shortage of nursing and medical service.

The average daily population (exclusive of the five hundred and thirty insane) has been 1564 . This low population is due to full employment which has offered work, not only to the unemployed, but to even some of the hopeless unemployables, for every person physically able to hold a job in the community has been discharged. The large dormitory building of six hundred beds used for the shelter of homeless men has been closed for over two years. The constant decrease of this group substantiates the belief that men, even with long established habits of idleness, will work when wages are sufficient to make them self-sustaining, and that given an opportunity, man wants to improve his lot. When employment cut-backs come, these so called homeless, indigent men should not return to Tewksbury for the annual winter's lodging when unemployed, but should remain in the community where they are accessible to work. With Unemployment Compensation supplemented by occasional General Relief to provide for the unemployed periods, they may continue to be self-sustaining and fairly useful

citizens. Public assistance workers have a responsibility, when these men apply for assistance, to encourage plans for work rather than offer the easy shelter at the local or State infirmary.

The care of the chronic sick and enfeebled old age has long been the important service of Tewksbury State Hospital to the people of the State. Local boards of public welfare have always had this almost limitless resource for the sick persons who cannot be cared for locally, and they would gladly use the hospital more frequently for settled cases if there were more beds available in the hospital wards. In 1943-1944, five hundred and fifty (550) patients with legal settlements were accepted, but many applications had to be refused or delayed. As the chronic sick are seldom discharged, the present hospital wards have been constantly overcrowded and no more wards can be opened, due to the continued shortage of nursing service. Frequently, it has seemed arbitrary to refuse patients who need care so desperately, when the Institution population is the lowest since 1919, but beds without service is only a lodging house, and sick people must have nursing care. If and when industry releases workers, it is hoped that the medical and nursing service may increase rapidly and adequately to meet the demands, and that settled cases may have more consideration. Any future expansion might include in its plan, the patients who could pay moderate rates, such as the per capita cost of ten dollars and fifty cents ($10.50) a week; in other words, the public would subsidize the cost of care for the chronic sick who have been previously self-sustaining, and with such payments, the social stigma of care in the public institution might gradually disappear.

The Department is very much aware of the problem facing local administrators in the care of the aged sick, especially for the Old Age Assistance recipients. The commercial nursing home, the one resource, is also handicapped by the shortage of help and cannot meet the needs of many bed patients. If the Social Security Law were to be amended so that Old Age Assistance recipients needing hospital care could be admitted to public institutions, would the larger local infirmaries develop hospital wards and service? The care of the chronic sick is urgent and requires local and state planning for not only the post-war, but the immediate future.

MEN

The men's hospital wards of some six to seven hundred beds have been constantly full. The few occasional vacancies are quickly filled by new admissions or acute illness of infirmed patients from ambulatory wards. At times, it has seemed that the hospital wards would have to be closed to any new admissions, but fortunately, up to date, all unsettled cases have been accepted. The orderly service has been woefully inadequate so that the depleted staff of male and female nurses has been much overworked. However, it is worth noting from a recent survey made by Dr. Robert B. Good and associates, that of eleven hundred and twenty six bed patients (women included) examined, some of whom have been bed-bound for years, not one had a bed sore. The kind of service which gives this perfect care cannot be paid for--it has the spirit of sacrificial devotion.

The patients in the ambulatory wards are physically handicapped by heart conditions, diabetes, amputations, arteriosclerosis, and infirmities of age. Despite their limitations, they have contributed much to the upkeep of the Institution. They have helped to keep the wards clean, to carry

trays, to feed and wait upon the helpless, to prepare vegetables and work in the kitchens, to do innumerable errands for the nurses. Patient help has always kept the cost of the Institution down, but never before has it been so essential and absolutely necessary. Many of the men and women should be commended for their contribution to this manpower shortage. It is hoped that the new and extended service of the State Rehabilitation Program for handicapped civilians may offer opportunities to our physically handicapped patients who may be eligible for training and later, placement. A great danger in an institution such as Tewksbury is to overlook the possibilities of the long time residents who might benefit by the new discoveries of medical science, by new orthopedic appliances, and new social service programs.

The men who are sick with alcoholism, sometimes complicated with other diseases, have frequently sought Tewksbury as a refuge, some only to abscond or be discharged as soon as they recover their strength, and then to repeat the procedure many times. The numbers of these men have decreased in the last five years from three hundred and sixty five in 1939 to one hundred and forty three (143) in this last year. Again, full employment has given some of this group work, and one would hope, decreased their drinking. When these men do return, if they could be detained long enough to be built up physically and mentally by medical and psychiatric treatment plus supervised out-of-door work and exercise, they might become reasonably steady workers. Some have trades and skills, as for instance, one man, a constant offender, is an excellent painter and has more than paid for his care by painting many parts of the Institution; another man, a good carpenter, has done many repair jobs. With limited supervision of their leisure time, these workers might become self-sustaining, or at least partially so. The difficulty is always in persuading the sick person to receive treatment, which might possibly be overcome by some form of indeterminate commitment by the court, as in the case of insane persons.

Until the State establishes a far-reaching program for the treatment of alcoholism, Tewksbury will continue to receive the chronic sick alcoholics. Certainly, in its post-war planning, it should consider specialized medical and psychiatric treatment, with wards and equipment set apart for these patients. Such a service might be a part of the State program until adequate facilities were available.

WOMEN and CHILDREN

The women's hospital, with two hundred and fifty (250) beds continues, full to capacity with the chronic sick, and over-worked nurses doing a remarkably fine job. There are few discharges, except by death, and here again, the wards are even more over-crowded than in the men's hospital--so much so that it now seems probable that the hospital wards will have to close to any new admissions until more nursing personnel is available. Here also, the ambulatory patients (ninety) who are able, have made real and valuable contributions to the care of the bed patients, the cleanliness and general upkeep of the wards. Some of this group are older feeble-minded girls and wards of the Division of Child Guardianship who are awaiting commitment to the State Schools for the Feeble-Minded.

Because of war-time conditions, the maternity ward expected to have more patients than usual. This has not happened, and the reason given is that as wages have been high, private care has been available to many, who in normal times would come to the public infirmary. That illegitimacy has increased in Massachusetts is probably true, but no social studies or

any Survey have been made to prove it as yet, and unfortunately Massachusetts Bureau of Vital Statistics does not separate illegitimate from legitimate births. The United States Census Bureau reports in 1943, that illegitimate births averaged 36.5 per 1000 births compared with 37.8 per 1000 births in 1942 and 41.3 per 1000 births in 1941. This may be an under estimate as it is based on the reported number of illegitimate births from only thirty eight (38) states and the District of Columbia.

Eighty one women and girls were admitted for confinement from July 1, 1943 to June 30, 1944; seventy nine (79) were unmarried; two (2) were married, and eight (8) unmarried mothers with their babies came for convalescence. This compares with seventy five (75) admissions in 1942, eighty four (84) admissions in 1941, and for the corresponding years in World War 1., one hundred and seven (107) admissions in 1917, One hundred twenty five (125) admissions in 1918. There were thirty (30) girls, in the last twelve months, admitted for confinement from the State Industrial School at Lancaster.

The patients with syphilis and gonorrhea numbered one hundred and thirtee The periods of treatment have been greatly shortened by the use of sulfa drugs and penicillin. Most of the girls are referred by the courts and are returned to the probation officers for placement.

The children's wards of one hundred and sixteen (116) beds have had a long waiting list which is contrary to Tewksbury tradition where there has always been a bed for any one in need. The rapid increase in applications for the care of the mental defective and malformed infants and little children is not explainable. The Boston hospitals, especially the Children's Hospital, have no answer as to why there are so many more children with spina bifida, hydrocephalus, mongolism, and other anomalies. These children create acute family situations; the new mother is too upset mentally to take the new baby home; the mother may have been overwrought with heartbreak and anxiety or her time is so consumed with the sick child that the other children are neglected or the normal children may be disturbed, and for any one of these reasons, institutional care may be imperative. As the Department of Mental Health has no beds for such children, Tewksbury has been accepting such infants and small children for years. Many applications have been received for feebleminded children over three years, for whom we have no facilities. The erroneous idea is abroad that empty beds in any part of the Institution means available care, and it has had to be explained and often interpreted that beds in a hospital without nursing service must remain empty.
In this group, there are no discharges, except by death. The infant mortality under one year is greater than among those over one year, who may live several years. Thus, vacancies are few and as the pressure is constant, the children are selected from the waiting list according to the urgency of the home situation as determined by the physician and social worker. Children of service-men have taken precedence over others so as to relieve them of any anxiety possible.
Applications are made in writing by the social agency, hospital, parent, or board of Public Welfare, accompanied by a medical abstract from the physician, and if there is a legal settlement, written approval from the responsible board of Public Welfare. If the family are able to pay the full amount of ten dollars and fifty cents ($10.50) per week, or any part of it, the arrangement may be made with the local board or with the Department.

From December 1, 1942 to June 30, 1944, thirty-seven (37) infants of this group were admitted and seventeen (17) died within the period. On July 1, 1944, there remained in the children's wards, one hundred and twenty two (122) children, including thirty six (36) children, wards of the Division of Child

Guardianship, who are feebleminded and unplaceable, fifty-four (54) mentally defective and malformed children, thirty-two (32) well babies with their mothers, who occupy the second floor of the children's hospital as they are transferred from the Maternity Ward, and the mothers act as helpers in the care of the children. On July 1st, there were thirty (30) mental defective infants on the waiting list. There is no space in the children's building for more beds and the opening of another building cannot be considered until more nurses are available.

The total number of feebleminded children who are wards of the Division of Child Guardianship in the entire institution is forty-seven (47), seventeen (17) of whom have been from five to ten years in the Institution, awaiting admission to State Schools.

There were on this date, forty-eight (48) patients between the ages of fifteen (15) and twenty-one (21) years, eleven (11) of whom are ill with chronic diseases and for whom no other hospitalization is available. Twenty eight (28) came for confinement, seven (7) were admitted to await commitment to Schools for the Feeble Minded, and two (2) for special medical treatment.

To conclude: the problem of care for the chronic sick and the feebleminded looms large in every community. Resources grow less as institutions and hospital wards and nursing homes close due to personnel shortages.

In the National Health Survey made by the United States Public Health Service in 1935-36, the rate for persons reported to have chronic disease or permanent impairment was 177 per 1,000 of the population. Increasing in each decade of life, the rate reached 467 per 1,000 in the years 65 to 74 and 602 per 1,000 after the age of 85.

Based on the 75,593 Old Age Assistance cases in this State for June 1944, and using the ratio of 467 per 1,000 for persons over 65, there are over 35,000 chronic sick Old Age Assistance recipients, for whom the Department has some responsibility. Prevention by an adequate medical care program for all the people in some form of government health insurance would seem to be the only remedy for such a mass problem.

SERVICE OF ADVICE AND ASSISTANCE IN THE COMMUNITY

The service which assists and follows up patients when they are discharged from the hospital requires planning for shelter, public or private assistance, employment, social adjustment of the family, hospital visits, etc. The understanding of human needs, plus case work skills according to the intricacies of the social problem involved, are essential in the adjustment of the individual in the community. Many men find employment quickly and independently; the aged eligible for Old Age Assistance (fifty in the seventeen months) are assisted to make their applications while in the Institution and are discharged when the local bureau is ready to receive the applicants, the grants are available and the placements approved. Some aged patients without family or friends continue and prefer to live in the Institution, where their needs of failing health and strength are met, and where group living offers a kind of companionship more acceptable than the lonely existence of a city lodging house. Old Age Assistance, as now granted to the individual in his own home, or with friends or strangers, cannot fulfill necessarily all the needs of the aged, as loneliness and ill health cannot be met by money grants only. Individualized service, interest and understanding of the old people must become an integral part of any program for the aged. Old Age is not limited to the chronological age of sixty-five years, or to citizenship, or to residence, as is seen in the increase in admissions to Tewksbury after fifty, which usually means failing health and unemployability; yet, little concern is evident for this group outside an institution.

Very few patients can be reestablished in the community on General Relief until the grants become more nearly adequate. The patient with the arrested tuberculosis, for which General Relief is the usual resource, finds living precarious and discouraging on nine dollars a week, seven from the Board of Public Welfare and two dollars from a private agency or friend, which does not cover the cost of food, comfortable shelter and clothing. One man had been in the hospital two years, was ready for discharge and eager to get back to light work and self-support; nine dollars per week, with an occasional job, just was not enough to meet his weekly bills. After many months of worry and anxiety, he returned ill and discouraged and in such physical condition that he lived only a short time. If this has happened to one tuberculosis patient, many more may have the same bare existence, as the average General Relief monthly grant for the State to single persons in June, 1944 was $26.69. The social worker hesitates to encourage physically handicapped or old people to return to living so niggardly and so sparsely. Ex-patients often return for advice and assistance, and to make life a little happier and less lonely, it is sometimes possible to offer recreation, a vacation, extra clothing, or little attentions which are appreciated.

For the year and seven months, employment has been plentiful. As factory wages have increased, so wages for domestic service have gone up, and women and girls who are best adapted to domestic work are more content. Opportunities for a mother to work and keep her child with her have been more plentiful than in other years, and twenty-three mothers have been so placed. In many situations, this plan continues to be the most constructive and satisfying for both mother and child. Aid to Dependent Children, if given in the mother's own home, may help the family to accept the return of the mother with her child, but for the mother living alone with the baby, it would seem to be a lonely existence. It is not offered as a usual or particularly good solution for either the married or unmarried woman with one child. One remarkable little woman with seven legitimate children and two children born

SERVICE OF ADVICE AND ASSISTANCE IN THE COMMUNITY (contd.)

out of wedlock who should have it, refuses to accept Aid to Dependent Children on the ground that the State, in boarding homes, is supporting six of her children and she maintains she can support three children and herself with her present wages of one-hundred dollars a month; that it would not be right for her to accept the people's money for herself and nine children, when by her own effort and work, she can reduce the number to six--a thoughtful and commendable attitude.

The service with the unmarried mother and her baby requires the understanding of a social catastrophe which may cause a total breakdown of the young woman or it may be used to develop stability of character and purpose in living. Advice and assistance is constantly given to these mothers, as the problems of adjustment in the community are complicated and slow of solution; the hurt personality, the distressed family, the return home or to a new environment, the support of the child, or the decision to give up the child need careful consideration.

The adoption of the child born out of wedlock, so often popularized in magazines, has a finality of action and a serious responsibility which the social worker must accept in guiding the mother to a decision--if it is made too easy, or too soon, the mother and her family may later blame her for hasty action in a time of bewilderment and emotional stress; if it is made too hard, the mother may seek assistance from less reliable sources. The policy has been to wait until the mother regains her health, returns to her work, or to her home with the baby, or plans for him in a boarding home. Until such a time as she really knows what she wants to do, and what is best for the child, she should not be asked to make this decision. The "sense of belonging" is so vital in childhood and adult life that the social worker must envisage and recognize that need of the child as she plans with the mother for the future of the child. If adoption is finally considered advisable and the child is physically and mentally fit, referral is made to the Division of Child Guardianship or to a private child placing agency, who are equipped to find suitable adoptive homes. Six children were placed for adoption, and thirteen were boarded with the Division of Child Guardianship and partially supported by the mother.

Applications for Transportation

It has been the custom in this service to receive applications for transportation from the Travelers' Aid Society and other agencies who may have clients who are stranded here and without funds. The agencies make the investigation at the desired destination to be assured that the transient will be received and provided for. A copy of the authorization from public authorities, social agency, or responsible relatives always accompanies the application so that in granting transportation from State funds, the interstate agreements are observed. In the last year, the Red Cross Home Service has applied for transportation for Service-connected transients, all without funds, who went to return to their homes or relatives. The investigation in the home State is made by local chapters of the Red Cross in cooperation with public agencies. This service hastens the departure of transients to their destination, who might otherwise have to become public dependents, as the process of authorization by State Public Welfare Department for the return of dependents is very slow.

Applications for Transportation (contd.)

Number of Applications for period, December 1, 1942 to June 30, 1943.... 28
Transportation given.....17
Transportation not given.....11(Did not return to office.....6)
(Furnished own transportation...5)
Referred by: Court.....3; Private Agencies.....5; Police Department.....1; Travelers' Aid.....17; City Institutions Department.....1; State Departments.....1
Transportation furnished to: Relatives.....8; Legal Residence.....9

Number of Applications for period, July 1, 1943 to June 30, 1944..... 44
Transportation given.....42
Transportation not given... 2 (Fare furnished by relatives...1;)
(Fare furnished by private agency...1)
Referred by: Court.....3; Private Agencies.....4; State Departments.....2; Hospitals.....2; Travelers' Aid.....21; USO-Travelers' Aid...3; Red Cross.....9.
Transportation furnished to: Private Agencies.....1; Employment.....1; Legal Residence.....11; Relatives.....29.

In closing this report, the Subdivision, with sorrow and appreciation, would pay tribute to Mrs. Louise W. Kinnear, who died on January 27, 1944, after twenty-three years of rare and loyal service as a social worker in this Department. Her particular assignment, the care of unmarried mothers and their babies at Tewksbury, required consummate case work skills and understanding of human needs. In addition to these professional assets, she had a quality of faith in the individual which lifted the discouraged and disheartened to unbelievable self-achievement. Her high spirit and courage never failed to meet the challenge of persons in need and distress, and children in need of love.

The Subdivision wishes to acknowledge, with thanks, the interest and cooperation received from the Commissioner, the Director of the Division of Aid and Relief, the Superintendent of Tewksbury State Hospital and Infirmary, and his associates.

WOMEN and CHILDREN ADMITTED to
TEWKSBURY STATE HOSPITAL AND INFIRMARY
DURING THE PERIOD, DECEMBER 1, 1942 to JUNE 30, 1943

AGES OF ADMISSION

1 to 7:	31
7 to 16	15
16 to 21	29
Over 21	130
	205

SOURCES OF ADMISSION

to 7:

Boards of Public Welfare	21
Institutions Registration Dept.	6
Division of Child Guardianship	4
	31

7 to 16:

Boards of Public Welfare	4
Institutions Registration Dept.	4
Industrial School for Boys	2
Industrial School for Girls	2
Division of Child Guardianship	3
	15

16 to 21:

Boards of Public Welfare	5
Board of Health	1
Institutions Registration Dept.	11
Industrial School for Girls	12
	29

Over 21:

Boards of Public Welfare	75
Boards of Health	2
Institutions Registration Dept.	48
Schools for Feeble Minded	3
Other Institutions	2
	130

DISEASES AT ADMISSION

1 to 7:

Infancy	7
Feeble Minded	13
Miscellaneous Diseases	11
	31

7 to 16:

Feeble Minded	9
Pregnancy	1
Miscellaneous Diseases	5
	15

16 to 21:

Pregnancy	17
Miscellaneous	12
	29

Over 21:

Tuberculosis	3
Syphilis	5
Pregnancy	19
Arteriosclerosis	42
Cancer	1
Heart	16
Miscellaneous Diseases	44
	130

BIRTHS	53
DEATHS	55

WOMEN and CHILDREN DISCHARGED FROM TEWKSBURY STATE HOSPITAL AND INFIRMARY DURING THE PERIOD, DECEMBER 1, 1942 to JUNE 30, 1943

To:	Relatives and Friends	57
	Employment	30
	Employment with Child	26
	Place of Settlement	2
	Division of Child Guardianship	15
	Girls Parole	15

To:	Court	7
	Schools for Feeble Minded	7
	State Hospitals	4
	Other Institutions	8
	Absconded	3
	Other States	1
		175

OVER

SERVICES TO WOMEN AND CHILDREN DURING THE PERIOD,
DECEMBER 1, 1942 to JUNE 30, 1943

New patients admitted to Tewksbury State Hospital, December 1, 1942 to June 30, 1943 249

Number of pregnancies (illegitimate).....24
" " younger women with syphilis and gonorrhea.....8
" " chronic sick and aged receiving service.....317
" " mothers with babies awaiting disposition.....10
" " feebleminded adults awaiting admission to State Schools for Feebleminded.. 9
" " mentally defective and abnormal children receiving care..93

MEN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY
DURING THE PERIOD, DECEMBER 1, 1942 to JUNE 30, 1943

AGES OF ADMISSION

21 to 40	66
41 to 60	323
Over 60	375
	764

SOURCES OF ADMISSION

21 to 40:

Boards of Public Welfare	33
Boards of Health	2
Institutions Registration Dept.	31
	66

41 to 60:

Boards of Public Welfare	133
Boards of Health	4
Institutions Registration Dept.	184
Other Institutions	2
	323

Over 60:

Boards of Public Welfare	203
Boards of Health	1
Institutions Registration Dept.	167
State Farm	4
	375

DISEASES AT ADMISSION

21 to 40:

Tuberculosis	13
Alcoholism	9
Epilepsy	1
Miscellaneous	43
	66

41 to 60:

Tuberculosis	20
Alcoholism	36
Cancer	3
Heart	19
Miscellaneous Diseases	245
	323

Over 60:

Tuberculosis	21
Alcoholism	22
Cancer	3
Heart	54
Arteriosclerosis	100
Miscellaneous Diseases	175
	375

DEATHS IN GENERAL HOSPITAL - 205

MEN DISCHARGED FROM TEWKSBURY STATE HOSPITAL AND INFIRMARY
DURING THE PERIOD, DECEMBER 1, 1942 to JUNE 30, 1943

To:	Relatives and Friends	43
	Place of Settlement	19
	Old Age Assistance	17
	Employment	109
	Other States	8

To:	Mental Hospitals	18
	Boards of Health	2
	Without Investigation	307
	Absconded	226
		749

SERVICES TO MEN DURING THE PERIOD,
DECEMBER 1, 1942 to JUNE 30, 1943

Patients receiving social service at Tewksbury State Hospital and Infirmary..... 1609

Short service.....1424
New cases..... 419
T.B. ...60

Intensive Service.....185

Chronic illness...310

Physically handicapped...49

SERVICES IN THE COMMUNITY
DURING THE PERIOD, DECEMBER 1, 1942 to JUNE 30, 1943

Women and Children:

Applications for service received at the office..... 41
Slight service.....25 Intensive service.....16
Persons receiving advice and assistance in the community.....317
Visits to clients in their homes.....150 At work.....165
" at office and elsewhere.....282
Clients accompanied to hospitals or clinics.....35
Visits of investigation.....389
Fifty-five (55) savings accounts for clients, amounting to.....$6883.23

LEGAL SERVICES

Number of agreements for support of children without court action..... 10
" " complaints issued for support..... 7
" " adjudications of paternity and orders for support of children 7
" " lump sum settlements..... 0
" " adoptions arranged..... 2
" " commitments to State Schools for Feeble Minded..... 3
Seventy-six (76) savings accounts for children born out of wedlock, amounting to $8798.71
Money collected for support of children born out of wedlock....$ 927.94
Money paid out for support of children born out of wedlock.....$ 970.93

Men:

Applications for Tewksbury State Hospital and Infirmary at City Registration Department... 289

Referred to place of settlement.....20
" for General Relief..... 4
" to private agency..... 6
" to hospital..... 1
" to relatives..... 3
" to employment..... 6
Sent to Tewksbury State Hospital and Infirmary....249
289

Number of persons under supervision in the community..... 65
" of visits to homes.....86 At office.....76
" referred to hospital... 3
" of visits of investigation for rehabilitation of patients at Tewksbury State Hospital and Infirmary.... 87
" assisted to find employment..... 51

..N AND CHILDREN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY DURIN THE PERIOD, JULY 1, 1943 to JUNE 30, 1944

Ages of Admission

1 to 7	61
7 to 16	35
16 to 21	81
Over 21	227
	404

Sources of Admission

1 to 7:

Boards of Public Welfare	43
Institutions Registration Dept.	11
Division of Child Guardianship	7
	61

7 to 16:

Boards of Public Welfare	18
Institutions Registration Dept.	3
Industrial School for Boys	5
Industrial School for Girls	7
Division of Child Guardianship	2
	35

16 to 21:

Boards of Public Welfare	22
Boards of Health	1
Institutions Registration Dept.	25
Division of Child Guardianship	1
Industrial School for Boys	1
Industrial School for Girls	27
Schools for Feebleminded	4
	81

Over 21:

Boards of Public Welfare	136
Boards of Health	1
Institutions Registration Dept.	86
Schools for Feebleminded	2
Other Institutions	2
	227

Diseases at Admission

1 to 7:

Infancy	15
Feebleminded	21
Heart	2
Mental Defective	7
Miscellaneous Diseases	16
	61

7 to 16:

Feebleminded	1
Mental Defective	4
Pregnancy	5
Tuberculosis	1
Miscellaneous Diseases	24
	35

16 to 21:

Pregnancy	48
Tuberculosis	3
Gonorrhea	4
Syphilis	3
Mental defective	1
Heart	2
Miscellaneous Diseases	20
	81

Over 21:

Tuberculosis	1
Syphilis	1
Gonorrhea	3
Pregnancy	32
Arteriosclerosis	35
Cancer	7
Heart	28
Feebleminded	2
Miscellaneous Diseases	118
	227

BIRTHS - 81 Deaths - 118

WOMEN AND CHILDREN DISCHARGED FROM TEWKSBURY STATE HOSPITAL AND INFIRMARY DURING THE PERIOD, JULY 1, 1943 to JUNE 30, 1944

To:	
Relatives and Friends	112
Employment	35
Employment with child (23 children)	46
Place of settlement	14
Division of Child Guardianship	18
Girls' Parole Division	33
Boys' Parole Division	1

To:	
Probation Office of Courts	6
State Schools for Feebleminded	9
Mental Hospitals	17
Private Agencies	5
Other States	18
Absconded	7

MEN ADMITTED TO TEWKSBURY STATE HOSPITAL AND INFIRMARY DURING THE PERIOD, JULY 1, 1943 to JUNE 30, 1944

Ages of Admission

21 to 40	127
41 to 60	449
Over 60	575
	1151

Sources of Admission

21 to 40:

Boards of Public Welfare	62
Boards of Health	5
Institutions Registration Dept.	57
Other Institutions	3
	127

41 to 60:

Boards of Public Welfare	213
Boards of Health	3
Institutions Registration Dept.	224
Other Institutions	7
State Farm	2
	449

Over 60:

Boards of Public Welfare	332
Institutions Registration Dept.	228
State Farm	4
Other Institutions	11
	575

Diseases at Admission

21 to 40:

Heart	6
Gonorrhea	1
Tuberculosis	31
Alcoholism	6
Miscellaneous Diseases	83
	127

41 to 60:

Gonorrhea	2
Syphilis	1
Tuberculosis	30
Alcoholism	45
Cancer	7
Heart	39
Mental	1
Miscellaneous Diseases	304
	449

Over 60:

Tuberculosis	9
Alcoholism	30
Cancer	32
Heart	96
Arteriosclerosis	182
Miscellaneous Diseases	226
	575

DEATHS - 353

MEN DISCHARGED FROM TEWKSBURY STATE HOSPITAL AND INFIRMARY DURING THE PERIOD, JULY 1, 1943 to JUNE 30, 1944

To:	Relatives and Friends	84
	Place of Settlement	57
	Old Age Assistance	33
	Employment	203
	Other States	17

To:	Mental Hospitals	30
	Court	9
	Without Investigation	418
	General Relief	5
	Absconded	307
		1163

SERVICE AT TEWKSBURY STATE HOSPITAL AND INFIRMARY
DURING THE PERIOD, JULY 1, 1943 to JUNE 30, 1944

Women and Children:

New cases admitted to the hospital..... 319
Number of pregnancies.....85
" for 1st illegitimate pregnancy.....26
" " 2nd " " 29
" " 3rd " " 9
" Married-illegitimate pregnancies... 6
" of younger patients with syphilis and gonorrhea.....19
" chronic sick.....281
" adult feebleminded patients awaiting commitment.....67
" mothers with infants awaiting disposition June 30, 1944.....43

LEGAL SERVICES

Number agreements for support of children born out of wedlock.....7
" adjudications of paternity in District Court.....8
" " " " " Superior Court.....2
" orders for support of children born out of wedlock.....8
" complaints issued for arrest of alleged fathers.....11
" interviews with alleged fathers, but no action taken.....31
Seventy-four (74) bank accounts for children born out of wedlock amounting to $9036.05

PROBATE COURT:
Number of commitments to State Schools for Feebleminded.....6
" " adoptions of children.....8
Money collected for support of children.....$1722.79
" paid out for support of children.....$1485.45

Men:

Patients receiving social service consideration at Tewksbury State Hospital and Infirmary..... 3039
Intensive service.....626 Slight service.....2413
New cases receiving service.....577
Patients with tuberculosis.....115; Patients with chronic illness.....387
Patients with physical handicaps.....30
Interviews with patients.....3866; Visits of investigation of patients.....371

SERVICES IN THE COMMUNITY
DURING THE PERIOD, JULY 1, 1943 to JUNE 30, 1944

Women and Children:

Persons receiving advice and assistance through the year ending June 30, 1944..... 476
Visits to clients in their homes...388; At work...343; At office...495; Elsewhere...570.
Clients accompanied to hospital or clinics.....100
Clients referred to private social agencies for service.....79
Clients at the House of Good Shepherd.....16
Visits of investigation.....1369
Replacements in employment.....109
Adoptions of children arranged.....8
Children referred for placement to Division of Child Guardianship.....45
Marriages of the unmarried mothers.....14
Fifty-four (54) savings accounts for clients, amounting to.....$7468.40
Applications for service received at office..... 354
For social treatment.....310
For transportation only.....44
Referred for continuing service from Division of Child Guardianship.....12
Referred for continuing service from Girls' Parole Division.....2
Unrecorded service of Christmas gifts, clothing, recreation, etc. 641

Men:

Persons receiving advice and assistance through the year ending June 30, 1944..... 61
Visits to clients in their homes...204; At office...96; At hospital...15
Clients referred to hospital...11; Assisted to employment...55
Unrecorded service of Christmas gifts, clothing, recreation, etc.....79
Applications received at office..... 260
For transportation.....24 For service.....236
Applications received for admission to Tewksbury State Hospital:
At City Institutions Division...506
At Division of Aid and Relief Office...279
Disposition of applications:
Referred to local board of public welfare...34; To Settlement...49
" " Relatives...31; To private agencies...53; To employment...56
" " Hospitals...21; Refused assistance...28;
Admitted to Tewksbury State Hospital...452

REPORT from July 1, 1943 to June 30, 1944

SUBDIVISION OF APPEALS

Louis R. Lipp, Supervisor

OLD AGE ASSISTANCE APPEALS

General Laws, Chapter 118A, Section 3, as Amended

The number of appeals pending June 30, 1943			256
Appeals received from July 1, 1943 to June 30, 1944			3443
		Total	3699

opeals acted upon:

No action taken; aid granted by local bureaus	66		
Did not appear at scheduled hearings	151		
Closed for various reasons	73		
Withdrawn	1152		
Died	27		
Total		1469	
Cases approved	959		
Cases denied	1081		
Total		2040	
Total appeals acted upon			3509
Total appeals pending June 30, 1944			190

Hearings held 2765

Reasons for denial by Subdivision of Appeals from 7/1/43 to 6/30/44:

Present allotment sufficient	607
Children able to provide	136
Sufficient resources	149
Not in need	21
Excessive personal property	26
Unsatisfactory explanation of expenditure of funds	21
Not deserving	25
More than 60 days since last official action of local bureau	12
Excessive insurance	11
Age not proved	15
No proof of citizenship	6
Insufficient residence	4
Not residing on property owned	12
Transfer of real estate	7
Transfer of personal property	3
No application on file	4
Fraud	3
Other reasons	19
Total appeals denied 7/1/43 to 6/30/44	1081

APPEALS RECEIVED FROM JULY 1, 1943 to JUNE 30, 1944

DISTRICT #1

Adams	3
Amherst	5
Ashfield	1
Becket	1
Belchertown	2
Bernardston	1
Brimfield	1
Buckland	3
Charlemont	2
Cheshire	2
Chester	2
Chesterfield	1
Chicopee	12
Deerfield	3
East Longmeadow	2
Easthampton	3
Egremont	1
Great Barrington	2
Greenfield	8
Hampden	1
Holyoke	29
Lee	3
Leverett	2
Middlefield	2
New Marlborough	3
North Adams	9
Northampton	12
Orange	5
Palmer	2
Peru	2
Pittsfield	35
Sandisfield	1
Shelburne	1
South Hadley	3
Southampton	1
Springfield	134
Wales	2
Ware	1
Wendell	1
West Springfield	6
Westfield	4
Westhampton	1
Williamsburg	1
Williamstown	7
Windsor	1
Total	324

DISTRICT #2

Ashburnham	1
Ashland	1
Athol	4
Ayer	2
Blackstone	3
Bolton	1
Boylston	2
Brookfield	1
Charlton	2
Clinton	25
Dudley	1
Dunstable	1
East Brookfield	1
Fitchburg	20
Framingham	4
Gardner	6
Grafton	7
Holliston	1
Hopedale	2
Hubbardston	3
Hudson	4
Lancaster	2
Leicester	2
Leominster	20
Lunenberg	3
Maynard	5
Mendon	2
Milford	13
Natick	18
New Braintree	1
North Brookfield	5
Northbridge	2
Oakham	1
Oxford	1
Paxton	1
Pepperell	7
Royalston	1
Rutland	2
Shirley	3
Shrewsbury	3
Southborough	2
Southbridge	6
Spencer	5
Sterling	2
Sturbridge	2
Sutton	3
Templeton	2
Townsend	3
Tyngsborough	1
Upton	1
Uxbridge	1
Wayland	1
Webster	5
West Boylston	3
West Brookfield	3
Westborough	1
Westford	1
Westminster	1
Winchendon	13
Worcester	260
Total	502

APPEALS RECEIVED FROM JULY 1, 1943 to JUNE 30, 1944

DISTRICT #3

Amesbury	3
Andover	2
Bedford	5
Beverly	14
Billerica	4
Boxford	2
Chelmsford	7
Danvers	6
Dracut	12
Essex	1
Georgetown	1
Gloucester	21
Groverland	1
Haverhill	124
Ipswich	4
Lawrence	37
Lowell	71
Merrimac	3
Methuen	5
Newbury	3
Newburyport	41
North Andover	3
Peabody	21
Reading	8
Rockport	3
Rowley	6
Salem	35
West Newbury	5
Wilmington	5
Total	453

DISTRICT #4

Arlington	31
Belmont	12
Chelsea	25
Concord	1
Lynn	232
Malden	53
Marblehead	2
Medford	32
Melrose	12
Needham	1
Newton	41
Revere	24
Saugus	14
Stoneham	6
Swampscott	14
Wakefield	18
Waltham	50
Watertown	10
Wellesley	1
Winchester	3
Winthrop	18
Woburn	20
Total	620

DISTRICT #5

Abington	11
Attleboro	5
Avon	2
Braintree	10
Bridgewater	3
Brockton	35
Canton	2
Carver	1
Cohasset	1
Dedham	11
Duxbury	1
East Bridgewater	2
Easton	1
Foxborough	1
Franklin	2
Hingham	2
Holbrook	3
Mansfield	1
Marshfield	1
Medfield	1
Medway	1
Middleborough	5
Milton	10
Norfolk	1
North Attleborough	4
Norwell	2
Norwood	5
Pembroke	1
Plymouth	2
Quincy	39
Randolph	3
Raynham	8
Rockland	10
Scituate	4
Sharon	1
Stoughton	5
Taunton	11
Westwood	1
Weymouth	12
Whitman	4
Total	225

APPEALS RECEIVED FROM JULY 1, 1943 to JUNE 30, 1944

DISTRICT #6

Acushnet	2
Barnstable	10
Bourne	1
Brewster	1
Chatham	2
Dartmouth	13
Dennis	6
Dighton	1
Eastham	1
Edgartown	1
Fairhaven	9
Fall River	108
Falmouth	3
Freetown	3
Harwich	3
Lakeville	6
Marion	3
Mashpee	2
Mattapoisett	1
Nantucket	5
New Bedford	77
Oak Bluffs	2
Orleans	2
Provincetown	6
Rehoboth	3
Rochester	5
Sandwich	1
Seekonk	1
Somerset	8
Swansea	6
Tisbury	2
Wareham	2
Yarmouth	3
Total	299

DISTRICT #7

Boston	741
Brookline	20
Cambridge	157
Everett	25
Somerville	77
Total	1020

TOTALS

District #1	324
#2	502
#3	453
#4	620
#5	225
#6	299
#7	1020
Total	3443

ANNUAL REPORT from July 1, 1943 to June 30, 1944

SUBDIVISION OF APPEALS

AID TO DEPENDENT CHILDREN APPEALS

Louis R. Lipp, Supervisor

General Laws, Chapter 118, Section 8, as Amended

Number appeals pending June 30, 1943		11
Appeals received from July 1, 1943 to June 30, 1944		94
Total		105

Appeals Acted Upon:

No action taken; aid granted by local board	1	
Withdrawn	12	
Approved	48	
Denied	25	
Closed for various reasons	2	
Closed; did not appear at hearings	3	
Died	1	
Total appeals acted upon		92
Total appeals pending 6/30/44		13

Hearings held 72

Reasons for denial by Subdivision of Appeals from 7/1/43 to 6/30/44:

Sufficient income	14
Present allotment sufficient	1
Children able	3
Does not meet qualifications of ADC law	2
On probation	2
Excessive personal property	2
Excessive insurance	1
TOTAL APPEALS DENIED 7/1/43 to 6/30/44	25

AID TO DEPENDENT CHILDREN

TOTAL APPEALS RECEIVED FROM 7/1/43 to 6/30/44:

District #1

Deerfield	1
Holyoke	2
Pittsfield	2
Springfield	2
Williamstown	1
TOTAL	8

District #2

Boxborough	1
Worcester	1
TOTAL	2

District #3

Beverly	1
Haverhill	2
Lowell	2
Reading	1
TOTAL	6

District #4

Belmont	1
Lynn	3
Malden	11
Newton	1
Revere	1
Stoneham	1
Swampscott	2
Waltham	3
Watertown	1
Winthrop	1
TOTAL	25

District #5

Attleboro	1
Brockton	1
Canton	2
Medway	1
Middleborough	2
Norfolk	1
Quincy	1
Taunton	4
TOTAL	13

District #6

Bourne	1
Dennis	1
Fall River	7
Freetown	1
New Bedford	2
Provincetown	1
Swansea	3
Yarmouth	1
TOTAL	17

District #7

Boston	17
Cambridge	4
Somerville	2
TOTAL	23

District #1	8
#2	2
#3	6
#4	25
#5	13
#6	17
#7	23
Total Received	94

BUREAU OF RESEARCH AND STATISTICS

JOHN H. MONAHAN, SUPERVISOR OF WELFARE STATISTICS

The Bureau of Research and Statistics completed seven and one-half years at the end of June 1944. The personnel, appointed under Civil Service regulations, consists of a Supervisor of Welfare Statistics assisted by Senior Statistical Clerks, Junior Clerks and a Stenographic force totaling 23 persons.

The functions of the unit include collecting, compiling, analyzing and publishing statistics of the principal types of relief which may be enumerated as follows:

1. Statistics of assistance and aid administered under the provisions of Titles I and IV of the Social Security Act: Title I -- Grants to States for Old Age Assistance, and Title IV -- Grants to States for Aid to Dependent Children. These Titles require that the State agency administering Old Age Assistance and Aid to Dependent Children shall make reports in such form and containing information as the Social Security Board may, from time to time, require and shall comply with such provisions as said board may find necessary to assure the correctness and verification of the reports.

2. Statistics of General Relief administered under the laws of the Commonwealth and the regulations of the Department of Public Welfare. This information is submitted by every city and town in the Commonwealth each month on prescribed forms and is combined by the Bureau into county and state totals.

3. Statistics of other types of aid and assistance administered by other state and federal agencies in furtherance of the policy to develop the Bureau as a clearing house for all kinds of statistical information relative to the entire Social Security program. Therefore, the Bureau has maintained tabulations of data secured from the following local agencies;--Department of Education, Division of the Blind, Federal Old Age Insurance; Unemployment Compensation Commission.

4. Statistics with respect to matters closely associated with relief. Tabulations are maintained by the Bureau on employment data compiled and published by the Department of Labor and Industries; the Index of Industrial Activity in Massachusetts compiled by the State Planning Board; the Cost of Living Index published by the Department of Labor and Industries, Division on the Necessaries of Life; other miscellaneous statistical information which may be used in describing or analyzing the Relief situation. To all these cooperating agencies we here extend our acknowledgment for the permission granted us to republish their figures.

5. Statistics relative to the social phases of the various types of relief administered by the department, collected on prescribed Social Data Cards.

6. Development of the Research function of the Bureau by means of Studies.

The Bureau is organized so that the compiling and tabulating work is apportioned by type of relief among several groups into which the staff is divided. Definite assignment of duties is made to each group which consists of the necessary number of workers having the requisite qualifications required to perform the assignments.

A very definite need for reorganization of the Bureau has been felt during this period. As the Bureau has been called upon more and more for Research work and for forecasting the results of changes in law. It has come to the time when a part of the staff should be available for this research work at all times. Several members of our present staff have shown real aptitude for this type of work and it is hoped that a reorganization can be effected to take full advantage of the abilities of these persons.

In addition, to complete files of the various types of relief statistics for each city or town, the Bureau maintains up-to-date records for the several counties and for the Commonwealth as a whole. Data are published in a variety of forms; for example, for the individual cities and towns and in summaries.

The regular monthly summaries submitted to Washington, compiled from the individual city and town reports, and covering the various type of relief, show the case load, expenditures and average expenditures per recipient.

During the fiscal year, July 1, 1943 through June 30, 1944 the following payments were granted to recipients.

During this period, July 1943 through June 1944, the Old Age Assistance case load continued to decline and at the end of June there were approximately six thousand cases less than in July of 1943. Expenditures did not follow the trend of the case load. A slight increase was shown over this period and a new high average payment was reached in April.

TABLE I

Old Age Assistance

July 1943--June 1944*

1943	No. of cases	Amount expended	Average per recipient
July	82 044	$2 887 850	$35.19
August	81 294	2 893 033	35.59
September	80 102	3 040 751	37.96
October	79 055	3 056 680	38.67
November	78 775	3 078 128	39.07
December	78 470	3 095 935	39.45
1944			
January	77 844	3 060 881	39.32
February	77 458	3 072 100	39.66
March	77 193	3 071 653	39.79
April	76 993	3 067 902	39.83
May	76 663	3 049 484	39.64
June	76 403	3 051 217	39.93
Total	942 294	$36 425 614	$38.55

* Revised figures

Of the $36 425 614 spent during this period the federal government paid $15 553 737, the State $14 752 374 and the cities and towns, $6 119 503.

During the period July 1943 through June 1944 the Aid to Dependent Children case load continued to decrease although it is noted that the decrease became more gradual in the period January through June 1944. Expenditures also fell off during the year but average payments per case continued to rise increasing approximately $6 per case.

TABLE II

Aid to Dependent Children

July 1943--June 1944*

1943	Families	Children	Amount expended	Av. per family	Av. per child
July	8 274	20 476	$ 547 556	$66.18	$26.74
August	7 836	19 354	527 056	67.26	27.23
September	7 693	18 979	523 692	68.07	27.59
October	7 609	18 749	535 175	70.33	28.54
November	7 565	18 671	545 304	72.08	29.21
December	7 397	18 193	545 350	73.72	29.98
1944					
January	7 360	18 114	543 670	73.87	30.01
February	7 358	18 060	546 216	74.23	30.24
March	7 332	18 019	547 356	74.65	30.38
April	7 285	17 954	549 906	75.48	30.63
May	7 206	17 691	544 626	75.58	30.79
June	7 177	17 658	541 011	75.38	30.64
Totals	90 092	221 918	$6 496 918	$72.11	$29.28

* Revised figures

Of the $6 496 918 expended for Aid to Dependent Children, the federal government paid $1 442 316, the State, $2 163 474 and the cities and towns, $2 910 928.

Both family and single cases continued to decline during the year July 1943 through June 1944. Expenditures also continued to drop and a new low for this category in recent years was reached in June 1944.

TABLE IV

General Relief

July 1943--June 1944*

1943	No. of families	No. of single residents	Total No. of cases	Amount expended	Av. per family	Av. per sin. res.	Av. per case
J	5 983	10 553	16 536	$ 464 998	$32.85	$25.44	$28.12
A	5 648	10 338	15 986	428 696	31.69	24.15	26.82
S	5 191	10 411	15 602	440 543	33.30	25.71	28.24
O	5 059	10 172	15 231	458 002	36.04	27.10	30.07
N	5 110	9 949	15 059	448 034	35.35	26.36	29.75
D	5 238	9 963	15 201	515 729	41.05	30.18	33.93
1944							
J	4 912	9 971	14 883	452 149	40.40	25.44	30.38
F	4 934	9 722	14 656	431 957	37.19	25.56	29.47
M	4 828	9 721	14 549	472 142	41.14	28.14	32.45
A	4 599	9 601	14 200	429 538	38.43	26.43	30.25
M	4 603	9 287	13 890	410 819	35.53	26.62	29.58
J	4 309	9 248	13 557	401 415	35.54	26.85	29.61
Total	60 414	118 936	179 350	$5 354 022	$36.49	$26.48	$29.85

* Revised Figures

Of the $5 354 022 expended during this year the State spent $1 242 133 and the cities and towns spent $4 111 889.

In addition to the regular periodic reports submitted by the Bureau to Washington and used by the department, there are frequent calls for special reports or tabulations which usually describe some particular phase of the relief situation in more detail than can be obtained from the regularly published reports of the Bureau. The much greater number of such requests this year as compared with last year indicates not only the growing interest in the welfare problem from a statistical viewpoint, but, in a measure, evaluates the work of the Bureau as a public agency. Such organizations as chambersof commerce, taxpayers' associations, private welfare units and Universities frequently ask for data which the Bureau has available and such requests are always welcome.

The collection of figures on local Aid to Dependent Children administrative expenses continued during the year as a regular reporting procedure for which the Bureau made up reporting forms and instructions for the use of the local boards. This information is collected semi-annually so that reimbursement to the state, cities and towns from federal funds for Aid to Dependent Children administration expenses will be forthcoming.

Some minor changes were made in our basic report forms due to changes in reporting requirements or changes in the law. Except for these changes, the collection and compilation of our basic statistical data continued much the same as in the previous year.

Figures were prepared by this Bureau for the Commissioner on Taxation for the distribution to the various cities and towns of their share of the meal tax.

In conclusion, it may not be amiss to state that the Bureau has progressed tremendously in the past year. It has come to be recognized as a source of very valuable information by the department as a whole and by many outside persons dealing with relief problems. Research work and forecasting is now being done by the Bureau to a limited extent. Efficient and effective services to the commissioner and other policy making officials of the department and the Legislature,, to the cities and towns and to all state agencies, public or private, are among our main objectives. The interchange of information among the various agencies concerned with the Social Security program has been and will continue to be encouraged by the Bureau. Finally we wish to thank all the many cooperating individuals and agencies for their assistance during the year with the assurance that any facts or figures in our possession are always available to them.

ANNUAL REPORT OF

BOARDING HOMES FOR THE AGED

G. Frank McDonald, Supervisor

In Massachusetts today in 186 cities and towns there are operating 764 licensed homes for aged persons. During the year 1944, 92 new applications were received, 62 licenses granted, 384 licenses renewed and 82 licenses cancelled.

The law providing for the licensing of these homes was enacted in 1929 when evidence was shown the Department of Public Welfare that abuses against the interests and well-being of the inmates of these homes were being practiced. The law provides that whoever maintains a home in which three or more persons over the age of sixty years and not members of his immediate family are provided with care shall be deemed to maintain a home for aged persons, and the Department of Public Welfare is delegated to issue licenses and to make, alter and amend the rules and regulations for the government of such homes. These licenses are issued for a term of two years and may be revoked at any time by the Department for cause, and carries a penalty of $500. for the first offense and two years in jail for the second offense for failure to license. It further provides that any person proposing to enter into a contract to provide care incident to advanced age, for life or for more than five years, for any person over sixty years of age and not a member of his family shall report this fact immediately to the Department and shall, before entering into or receiving any consideration under such a contract, deposit with the State Treasurer a bond in a sum and in amount satisfactory to the Department as security for the proper care of the aged persons.

One of the most extraordinary developments of recent years has been the mushroom growth of this new enterprise, boarding homes for aged persons. The problem of regulating these homes has increasingly occupied our attention to the end that in 1940 we revised the rules and regulations.

The law governing these homes specifically refers to these as Homes for Aged Persons. To eliminate confusion the Department has now for the purpose of these regulations determined that:

1. A convalescent home or hospital, rest home, home for the aged, nursing home or other institution of similar character, regardless of designation, caring for three or more persons over the age of sixty and not incorporated under the law of Incorporated Charities shall be deemed a Boarding Home for Aged Persons.

2. No person suffering from a contagious disease shall be admitted.

3. No boarding home shall admit or care for persons who are suffering from insanity, epilepsy, abnormal mental conditions, or those who are addicted to the intemporate use of narcotics or stimulants so as to have lost the power of self-control.

4. No boarding home shall provide pre-natal care or admit maternity cases. (Chapter III, Sections 71-73.)

5. Homes caring for convalescents and the chronic sick shall make provision for necessary medical care by a medical doctor registered under the General Laws of Massachusetts. (Chapter 112, Sections 2-12a.)

6. Homes caring for convalescents and the chronic sick shall have the resident supervision of a nurse registered under the General Laws of Massachusetts. (Chapter 112, sections 74-81.)

7. No boarding home shall keep within its confines opium, morphine, cocaine, heroin, codeine, or other habit-forming drugs as defined in Chapter 94, section 197 of the General Laws, or a hypodermic needle or syringe or other instrument adapted for the use of narcotic drugs by subcutaneous injection, excepting that a registered nurse may keep in her possession a hypodermic syringe or needle and may have in her possession and administer said drugs only under the specific direction of a physician as provided for in Chapter 94, sections 197 and 211. An accurate record must be kept of all such treatments.

8. All poisonous substances must be plainly labelled and kept in a locked closet or cabinet.

9. Patients shall occupy sleeping rooms on the second floor of any building only when two separate exits consisting of separate stairways, front and rear, are provided. A single interior stairway may be supplemented with exterior stationary fire exits.

10. Patients may occupy sleeping rooms above the second floor only in buildings of first-class fireproof construction.

11. All rooms must be outside rooms with a minimum of 800 cubic feet of air space allowed for each person. Dormitories shall be limited to six (6) beds.

12. All beds used for patients shall be at least 36 inches in width, six feet in length, and so spaced to permit freedom of movement on three sides.

13. Patients' quarters shall not be locked, hooked or fastened in any manner.

14. Adequate toilet facilities must be available on each floor where five or more patients are being domiciled.

15. Instructions governing emergency exit in case of fire must be posted in each room.

16. Dietary schedules must be maintained and a record of such accurately kept for inspection by the Department.

17. A register approved by the Department, showing the record of each patient must be maintained.

18. All homes operated under a license granted by this Department shall be so conducted as not to become a nuisance to, or an annoyance in, the community where located.

The Department has now classified the licensed Boarding Homes for the Aged into two classes, A and B.

The Class A home is a home where the facilities of a register nurse or a graduate nurse of an accredited nursing school are obtained. This type of home shall be qualified to care for persons who need expert care as determined on the advice of a physician or hospital.

The Class B home is a home where the facilities of a practical nurse who has had some experience in caring for the aged are obtained. This type of home shall be qualified to care for persons who are afflicted with ills incident to old age, or those without family accommodations and needing some kind of custodial care.

A list showing the classification is sent to all our district offices for distribution to bureaus of O.A.A. in their area, to hospitals and to private agencies for their use.

Our law provides that any suitable person may maintain a home, but the Department of Public Welfare may prescribe the conditions under which a license shall be granted. The applicant must have the approval of the chairman of the local board of public welfare and the recommendations of three physicians. On the acceptance of this application, the building inspector of the community is requested to visit the proposed premises and to determine whether or not they meet the local building requirements. Alterations or additions ordered by him must be accomplished. A visit is then made them by the Department's inspector who determines the quota, adequate toilet facilities, the erection of partitions and elimination of fire and health hazards. When this is completed, the license is approved for the signature of the Commissioner.

In the supervision of these homes the inspection form is comprehensive, going into every phase of the problem to guarantee the comfort, and care of the old people. We must be alert when a home is found not paying the bills as it is in these homes that violations mostly occur.

Again it is the zealousness of those making the inspection that will maintain a high standard of homes. In this connection we receive the co-operation of the local visitors who consistently go into these homes and report any violation to the Department.

It is customary to warn the proprietor when a violation is occurring, and when no heed is taken, then we remove the license. The causes generally are for overcrowding, insufficient and poor food, intoxicants, and ill-treatment of patients. We anticipate and do receive strong opposition when a license is removed. Political influence is customary, but this pressure is favorably met by showing that it is an involvement of human misery, and it does not, in consequence, become a deterrent in our action. In 1944 12 licenses were removed and 8 were placed on probation.

In construction the boarding homes are amazingly alike. The homes are usually in houses built during the days when rooms were large and house plans rambling. They are ideal for this work, particularly large estates that have been abandoned or have been foreclosed. The trouble with these latter is that too often they are, as would be expected, in zoned areas. The Department quite often uses its influence with appeal boards in asking for the grant of a variance, with good success.

It is with the homes that make a specialty of accepting Old Age Assistance and Dependent Aid cases, and are paid the minimum of $40.00 in our State for board that constant supervision is required. The homes that feature private patients generally are splendidly and satisfactorily operated.

In the cheaper priced homes the tendency is to overcrowd, scimp on food, and practice other economies that have our disapproval. It is very difficult at times to catch violations, and the inspector has to rely on his observations, because it is nearly impossible to get a recipient to disclose that he is dissatisfied for fear of possible reprisals in the home. A successful method to obtain reliable evidence, when our suspicions are aroused, is to seize their register and contact the relatives of the patients. Invariably they will confirm our suspicions upon the promise of keeping the matter confidential.

We do not restrict the number of homes in a city as it is felt, providing they meet the requirements, that competition betters conditions. The Department has classified the homes into two groups, those that have a registered or graduate nurse and those without. In doing this the Department has in a large measure had good success. Situations where the patient needed expert care and was being sent to a home where this care did not exist have been controlled. There is great need of a statutory law to establish the licensing of convalescent or nursing homes apart from homes for the aged.

Our classifying the homes is only scratching the surface. The original intent of the law was to control homes for the aged. In giving our Department the responsibility of setting up the rules and regulations for such homes we are confronted with the situation where we have made rules and regulations for such homes and then attempt to have them apply to nursing homes which require definitely different rules.

ANNUAL REPORT
COMMODITY DISTRIBUTION DIVISION
JULY 1, 1943 to JUNE 30, 1944

INTRODUCTION

Although it had been previously announced by the Food Distribution Administration, United States Department of Agriculture, that all Commodity Distribution Programs would be suspended on June 30th, 1943 the Food Distribution Administration revised its decision on June 15th, 1943 and stated that they desired to maintain facilities for direct distribution and also announced that a new Program for aid to School Lunches was being formulated to take effect on the opening of school in September.

Therefore, based on this advice, plans were made to continue a skeleton network of warehouses to serve those communities still wishing to participate in "direct distribution" and an administrative staff sufficient to direct these operations and also to administer the Food Distribution Administration-Community School Lunch Reimbursement Program.

COMMODITY DISTRIBUTION

a. Direct Distribution. The liquidation of the large inventories of commodities on hand when the Food Distribution Administration announced its intention to discontinue direct distribution was continued until October 1943 at which time all but five of our 28 warehouses were closed. The bulk of the commodities on hand were re-donated to the Food Distribution Administration. Other small lots on hand were distributed to eligible institutions.

As it was anticipated that new shipments from the Food Distribution Administration would be on a greatly reduced scale as a result of increased buying power and declining relief caseloads we decided to maintain only five (5) warehouse receiving points located as follows: Springfield, Worcester, Boston, Fall River, and Haverhill.

The Food Distribution Administration during this period purchased commodities under a price support program rather than under its old surplus removal program. The Congress has committed the U. S. Department of Agriculture to supporting farm prices at parity until two (2) years after the war.

Therefore, on this basis it is expected that commodities will continue to be available until the war is over in a limited quantity, however, at the close of hostilities there probably will be a sharp increase in available commodities.

During the fiscal year the Division continued to serve 40 cities and towns with commodities for all types of public assistance cases. Also distribution was made to 197 public and private non-profit institutions and 1,470 public and private non-profit schools of high school grade or under.

In the period of July 1st 1943 to June 30th, 1944 the Division distributed 11,797,334 pounds of food having a value of $992,316.90.

b. School Lunch Program. As a result of the change of policy in the Food Distribution Administration and the closing of the WPA many schools operating child feeding programs announced that without some federal assistance they would be forced to suspend operations, others stated that with the decline in available commodities under " direct distribution" that they too would have to close or drastically curtail their operations.

In order to assist these schools and preserve and promote the nutrition of children Congress passed legislation providing cash assistance, in the amount of 50 million dollars to schools who could and would agree to serve lunches that would meet certain standards set by the Food Distribution Administration. Schools that agreed to this plan were reimbursed in varying amounts according to the plan selected. The program provided for five types of operation and reimbursement namely; A with milk .09 cents, A without milk .07 cents, B with milk .06 cents, B without milk .04 cents and C ½ pint milk .02 cents.

This Community School Lunch Program had two primary objectives; 1. To encourage increased consumption of foods in temporary abundance and to aid American farmers in the long-term development of better domestic markets for agricultural commodities. 2. To assist local communities in the development and maintenance of programs providing adequate lunches to children in schools and child care centers, in order to strengthen the nutritional status of the Nation's children.

Schools, the governing agencies of schools, child care centers and organizations operating child care centers were eligible to enter into agreements with the Division to receive Food Distribution Administration assistance, if their programs met eligibility requirements.

School Lunch Programs operated not for profit in non-profit public schools of high school grade or under, were considered eligible for assistance, provided it was determined that Federal assistance was necessary in order that sponsors could operate an adequate program, supplying lunches without cost to those children who were unable to pay the full cost of the lunch and making available to other children lunches at a rate commensurate with the child's ability to pay.

The division does not attempt to dictate the type of menu which should be served in each program. It does, however, set certain standards which must be met by the local sponsors in order to receive the cash reimbursement. These standards allow the local communities plenty of latitude in planning menus in order to meet varying tastes and supply problems. The standards for the various programs are as follows:

TYPE A. A complete lunch, hot or cold, providing one-third to one-half of the day's nutritive requirements and consisting of at least: (1) one-half pint of whole milk as a beverage; (2) two ounces (uncooked measure) of fresh lean meat; or 2 ounces of processed meat, cooked poultry meat, cooked or canned fish, or cheese; or 1 egg; or one-half cup (cooked measure) dried peas, beans or soybeans; or 4 tablespoons peanut butter; (3) six ounces (3/4 cup) of one or more raw, cooked or canned vegetable and/or cooked or canned fruit; or 3 ounces (3/8 cup) of vegetable plus one serving of raw fruit or 4 ounces (1/2 cup) of fruit juice; (4) one or more slices of bread,

or muffins or other hot bread made of whole grain cereal or enrichd flour; (5) two teaspoons of butter or fortified oleomargarine.

It is permissable to meet the protein requirements in (2) above by serving half the required quantity of each of two proteins.

TYPE B. An incomplete lunch, hot or cold, suitable for schools having limited facilities and where the meal may be supplemented by food brought from home.

1. Soup, stew, salad or other combination dish plus one or more slices of bread or muffins or other hot bread made of whole grain cereal or enriched flour, one teaspoon of butter or fortified oleomargarine, one-half pint of whole milk as a beverage. The soup, stew, salad or other dish should contain at least one ounce of lean meat, processed meat, poultry meat, fish, or cheese, or one-half egg, or one-fourth cup of dry peas, beans, or soybeans, and one-half cup of raw, cooked, or canned vegetable and or fruit.

or

2. Sandwich of whole grain or enriched bread, containing one ounce of lean meat, poultry, fish or cheese, or one-half egg, or two tablespoons of peanut butter and one teaspoon of butter or fortified oleomargarine plus one-half cup of raw, cooked, or canned vegetable and/or fruit, and one-half pint whole milk as a beverage.

TYPE C. One-half pint of fresh whole milk as a beverage.

In addition to these nutritional standards certain other conditions were required of local sponsors which may be noted in the attached sample agreement form.

This program was most acceptable to local sponsors and present indications are that the program will expand considerably in the next fiscal and school year. During this fiscal year the school lunch cash reimbursement program operated in 136 cities and towns. 1006 schools in these communities participated in serving 2,716,066 hot lunches and 14,230,165 ½ pint bottles of milk. These communities received a cash reimbursement of $ 456,536.99 in the 1943-44 fiscal year.

c. Organization and Facilities. With " Direct Distribution" operating on a limited scale personnel in this phase of work was reduced to a minimum and those retained divided their responsibilities and time between this work and the Community School Lunch Reimbursement Program.

Warehouses for receipt and distribution of commodities were maintained in Boston, Worcester, Springfield, Fall River and Haverhill with a skeleton staff and when the need arose temporary laborers were assigned to assist in the handling of commodities.

In connection with school lunch programs, two persons trained in food nutrition were employed to assist communities in the operation of their school lunches and to see that the nutritional standards of the program were maintained. They also prepared suggested menus which would meet the requirements of the program so that communities not having trained workers could be sure of being in compliance.

In addition to these workers the division employed four (4) Area Supervisors who were responsible for all functions of the Division in their respective areas. These supervisors in addition to their regular administrative duties were required to make fiscal audits of all programs operating under their supervision in order to see that all conditions contained in the agreement had been complied with.

On June 30, 1944, the Division was employing 42 persons the smallest number ever having been employed in aperiod of 12 years.

With the steady expansion of the school lunch program the Division has been hard put to keep all records and reports on a current basis. It has only been with the wholehearted cooperation of all and their willingness to work overtime when necessary that the large amount of detailed records and reports in connection with the operation of these programs has been maintained.

It should be pointed out that all expenses in connection with the activities of this division including salaries have been met since January 1, 1943, from funds received for the sale of salvaged containers. No funds have ever been provided by the Commonwealth under regular Department appropriations. As these funds were very limited only a minimum staff could be maintained.

d. Salvage of Commodity Containers. Empty containers such as egg crates, grapefruit boxes, potato and flour bags, vegetable baskets, lard drums, etc., were accounted for in the same manner as merchandise. Containers not salable were used in distribution and issued to clients for kindling and other purposes, or donated to agencies for use on public projects. Bids were taken on all salable items from time to time at district warehouses and the proceeds of sales were turned over for deposit in a special Commodity Salvage Fund maintained at the State Treasurers Office. Total receipts from sales of salvaged containers during the period of July 1, to June 30, 1944 amounted to $ 11,385.98.

THE COMMONWEALTH OF MASSACHUSETTS
COMMUNITY SCHOOL LUNCH PROGRAMS IN PUBLIC SCHOOLS
Sponsored by
DEPARTMENT OF EDUCATION -- DEPARTMENT OF PUBLIC WELFARE
In Cooperation With War Food Administration

AGREEMENT BETWEEN THE DEPARTMENTS OF EDUCATION AND PUBLIC WELFARE AND
A LOCAL PARTICIPATING AGENCY GOVERNING THE OPERATION OF
A COMMUNITY SCHOOL LUNCH PROGRAM (WFA) IN PUBLIC SCHOOLS OR CHILD CARE CENTERS

ARTICLE I. PURPOSE. A Community School Lunch Program shall be operated in accordance with the terms of this agreement as a part of the Nation's wartime food program to assist schools and child care centers in the development and maintenance of an adequate lunch program which will assist in meeting the nutritional requirements of the Nation's children; to provide for the proper utilization of agricultural commodities purchased through price support programs; to encourage increased consumption of foods in abundance; and to aid American farmers in the long-term development of better domestic markets for agricultural commodities.

ARTICLE II. DEFINITIONS. For the purpose of this agreement "Sponsoring Agency" means State Departments of Education and Public Welfare, the first party of this agreement; "local participating agency" means the undersigned second party to this agreement; "food" means only those agricultural commodities and products thereof which can be used to meet the requirements of the specified type of lunch, including: milk and cheese; fresh and processed fruit; fresh and processed vegetables; fresh and processed meat and poultry; eggs, dry beans and peas; soybeans, and products thereof; peanuts and peanut butter, butter, oleomargarine with added vitamin A, lard, and other cooking fats and oils; cereals; and sugar, honey, syrups and molasses.

ARTICLE III. PAYMENTS TO LOCAL PARTICIPATING AGENCY. The Sponsoring Agency shall reimburse the local participating agency for the purchase cost of food used in accordance with this agreement in the preparation of meals served to children attending or visiting the public schools and/or child care centers listed on the attached Schedule "A", and such other public schools and/or child care centers as may be approved by the Sponsoring Agency; provided, however, that payments on behalf of any public school or child care center shall not exceed an amount equal to the number of meals served in such public school or child care center multiplied by the maximum rate per meal indicated on Schedule "A" or such other rate as may be subsequently announced to the local participating agency in writing by an authorized representative of the Sponsoring Agency; provided further, that the Sponsoring Agency shall not make payment for both Type A and Type B lunches served in the same public school or child care center on the same day; and provided further, that the Sponsoring Agency shall not make payment for more than one meal served to the same child on the same day. It is further provided and agreed that under Type C programs that the Sponsoring Agency shall have the right to enter into agreements with milk handlers on behalf of the local participating agency. Wherein this procedure is used no payment will be made to the local participating agency for milk delivered, payment being made direct to the milk handlers. The local participating agency will be responsible to the Sponsoring Agency for all costs above the two cents allowed for reimbursement under Type C programs. Such costs may be paid by the children or the local participating agency but in either case shall be remitted to the Sponsoring Agency.

ARTICLE IV. ACQUISITION, HANDLING AND USE OF FOOD. All food purchased by the local participating agency under this agreement shall be purchased at prices no higher than generally prevail in the area. Insofar as possible, the local participating agency shall purchase food which has been locally produced.

The local participating agency agrees to purchase, in as large quantities as may be efficiently utilized in this program, such foods as the Sponsoring Agency may announce to the local participating agency as being in abundance, and further agrees to encourage the maximum consumption of such foods by participating children. In no instance, however, shall the local participating agency deviate from the minimum requirements established by the Sponsoring Agency (as set forth on the reverse side of Schedule "A") for the type of lunch being served.

The local participating agency agrees to accept such foods as the Sponsoring Agency may offer for donation if transportation and handling facilities make such acceptance possible. All food donated by the Sponsoring Agency shall be used exclusively in the preparation and serving of meals in accordance with this agreement.

The local participating agency shall maintain or cause to be maintained adequate facilities for storing, preparing and serving food purchased under this agreement and food donated by the Sponsoring Agency.

The local participating agency shall maintain or cause to be maintained in all schools and child care centers covered by this agreement, proper sanitation and health standards in conformance with all applicable laws and regulations.

ARTICLE V. MAINTENANCE OF EXPENDITURES. The local participating agency shall not, because of the receipt of payments from the Sponsoring Agency, decrease in any way its contribution to school lunch programs, or permit any school or child care center under this agreement to decrease its contribution to school lunch programs.

ARTICLE VI. CHARGES TO CHILDREN AND DISPOSITION OF FUNDS. The local participating agency shall offer meals to all children attending each school or child care center participating in the program, and shall serve meals without cost to all children unable to pay. No distinction or segregation of any sort shall be permitted between paying and non-paying children.

All funds accruing from the operation of the program shall be used only in the maintenance of the program, in reducing the price of meals to paying children, or in improving the quality of the meals.

ARTICLE VII. CLAIMS, REPORTS AND RECORDS. The local participating agency shall submit to the Sponsoring Agency monthly as its claim for reimbursement and report of operations a certified statement on Form FDA-536 (Revised 7-17-44).

The local participating agency shall maintain, or cause to be maintained, for each school and/or child care center listed on the attached Schedule "A", full and complete records of all operations under this agreement which records shall include the following: (a) the number of meals, by type, served each day; (b) the number of meals, by type, served free each day; (c) income accruing as a result of payments made by children and all other income, in money or in kind, accruing as a result of the operation of the program; (d) itemized receipts for all food purchased for the program; (e) all program expenditures for items other than food and (f) receipt of commodities from the Sponsoring Agency, and such other records as the Sponsoring Agency may require. The local participating agency shall make available to the Sponsoring Agency and/or the War Food Administration for examination, at any reasonable time and place, all records pertaining to the operation of the program.

ARTICLE VIII. OFFICIALS NOT TO BENEFIT. No Member of or Delegate to Congress, or Resident Commissioner, shall be admitted to any share or part of the contract or to any benefit that may arise therefrom, but this provision shall not be construed to extend to the contract if made with a corporation for its general benefit.

ARTICLE IX. EFFECTIVE DATE. This agreement shall be effective as of _____.

_____

ARTICLE X. TERMINATION. This agreement may be terminated upon ten (10) days' written notice on the part of either party hereto; provided, however, that the Sponsoring Agency may cancel this agreement immediately upon receipt of evidence that the terms and the conditions of this agreement are not fully complied with by the local participating agency. This agreement shall automatically terminate not later than midnight June 30, 1945, or immediately, should Congress fail to provide funds for this program.

THE COMMONWEALTH OF MASSACHUSETTS

DEPARTMENT OF EDUCATION
Julius E. Warren, Commissioner

DEPARTMENT OF PUBLIC WELFARE
Arthur G. Rotch, Commissioner

By _____

Title _____

Approved by _____
Superintendent of Schools

_____
(Local Participating Agency)

_____
(Street Address)

_____
(City) (County) (State)

By _____
Authorized Representative

Title _____

INSTRUCTIONS FOR PREPARING AGREEMENT

The local participating agency should prepare and sign six copies of this Agreement together with four copies of Form FDA-535-1 Application For Community School Lunch Program for each school. All six copies of the Agreement and three copies of the Application for each school should be forwarded to the State Office.

Except where central purchasing, or central preparation of food make it impossible, an Application must be received for each school to participate in the program. Where centralized operations do not permit detailed fiscal information on individual school operations, a consolidated Application may be accepted for the whole operation with an attached schedule showing for each school the answer to all questions in the application except 1, 14, 15, 16 and 17.

NOTE: UNDER NO CIRCUMSTANCES SHALL THE SUBMISSION OF AN APPLICATION BE CONSIDERED AS AUTHORITY TO BEGIN OPERATION OF THE PROGRAM.

Do not enter the effective date in Article IX. This date will be set by the State Office.

All entries must be made with typewriter or in ink or indelible pencil. All signatures must be hand written.

TYPES OF LUNCHES

Type A. A complete lunch, hot or cold, providing one-third to one-half of the day's nutritive requirements and consisting of at least: (1) one-half pint of whole milk as a beverage; (2) two ounces (uncooked measure) of fresh lean meat; or 2 ounces of processed meat, cooked poultry meat, cooked or canned fish, or cheese; or 1 egg; or one-half cup (cooked measure) dried peas, beans or soybeans; or 4 tablespoons peanut butter; (3) six ounces (3/4 cup) of one or more raw, cooked or canned vegetable and/or cooked or canned fruit; or 3 ounces (3/8 cup) of vegetable plus one serving of raw fruit or 4 ounces (1/2 cup) of fruit juice; (4) one or more slices of bread, or muffins or other hot bread made of whole grain cereal or enriched flour; (5) two teaspoons of butter or fortified oleomargarine.

It is permissible to meet the protein requirement in (2) above by serving half the required quantity of each of two proteins.

Type B. An incomplete lunch, hot or cold, suitable for schools having limited facilities and where the meal may be supplemented by food brought from home. It consists of at least:

1. Soup, stew, salad or other combination dish plus one or more slices of bread or muffins or other hot bread made of whole grain cereal or enriched flour, one teaspoon of butter or fortified oleomargarine, and one-half pint of whole milk as a beverage. The soup, stew, salad or other dish should contain at least one ounce of lean meat, processed meat, poultry meat, fish, or cheese, or one-half egg, or one-fourth cup of dry peas, beans, or soybeans, and one-half cup of raw, cooked, or canned vegetable and/or fruit.

or

2. Sandwich of whole grain or enriched bread, containing one ounce of lean meat, poultry, fish or cheese, or one-half egg, or two tablespoons of peanut butter and one teaspoon of butter or fortified oleomargarine plus one-half cup of raw, cooked, or canned vegetable and/or fruit, and one-half pint whole milk as a beverage.

Type C. One-half pint of fresh whole milk as a beverage.

(Note: No meal for children can be considered complete unless milk is served. However, if milk cannot be secured, the application will still receive consideration.)

COMMUNITY SCHOOL LUNCH PROGRAMS (WFA) IN PUBLIC SCHOOLS
SPONSORED BY
DEPARTMENT OF EDUCATION - - DEPARTMENT OF PUBLIC WELFARE
IN COOPERATION WITH FOOD DISTRIBUTION ADMINISTRATION

EFFECTIVE DATE_____ AGREEMENT NO._____

SCHEDULE "A"

LIST BELOW THE NAMES AND LOCATION OF EACH SCHOOL OR CHILD CARE CENTER IN WHICH THE PROGRAM WILL OPERATE

Name	Address	Total Enrollment	(Make no entries below) Maximum Reimbursement Per Meal				
			A	A Without Milk	B	B Without Milk	C

_____
(Local Participating Agency)

By_____

Title_____

THE COMMONWEALTH OF MASSACHUSETTS
COMMUNITY SCHOOL LUNCH PROGRAM

By_____

Title_____

DIVISION OF CHILD GUARDIANSHIP

Marion A. Joyce, Director

- - - - -

The end of the first fiscal year on the July-June basis finds the Division of Child Guardianship still acutely affected by wartime conditions, still suffering from handicaps much older than the war, yet feeling that some little headway has been made - out of much more that has been attempted. Progress in the past year has meant: 1) improvement in the personnel situation through additions as well as through analysis and better utilization in some groups; and 2) varied achievements on such different fronts as policy and transportation.

As to personnel, the chief gains were one position of Head Social Worker in the budget approved by the last Legislature and several temporary positions, to meet war emergencies, created upon appeal to the Governor's War Emergency Fund in the middle of the year. A new Head Social Worker to supervise women visitors to children in foster homes made it possible to have 35 workers and over 4500 children supervised by three people in three staff groups, instead of two as for so many years past. The results are gratifying - (as were those resulting from the appointment of an assistant director in 1942 to serve as case supervisor to the child placing section of the Division) - but only as a step, in both cases, in the direction of more adequate supervision. How long must we wait for the day when we might have a supervisor for every 10 visitors and 1000 children - though 65 children per worker is the maximum standard set in this field! While war emergencies have accentuated the staff shortage in most units of the Division, three places where it is most acute - viz., home-finding, reception and temporary care of high numbers of new children, and investigating ever mounting adoption petitions for the courts - had been helped somewhat in the preceding year by the gift of some temporary workers from federal funds that had accumulated in the Child Welfare Services program, thanks to the Children's Bureau's responding to the need in areas which they neither supervise nor subsidize at all and allowing this use of federal funds rather than letting them revert to the federal treasury. But by December it was clear that these funds were being rapidly exhausted and an appeal was made to have nine positions set up on state funds. Fortunately the request was granted as of February 1, 1944 (on a temporary basis) and to some degree the help afforded by the existence of these positions has continued. The gains were however offset by 1) the re-rating of the one supervisory job, 2) the difficulty of filling temporary jobs, 3) the difficulty of using the inexperienced personnel available. The job of the reception Supervisor was re-rated to that of Head Social Worker, resulting in the loss of the person who had organized the work. Prior to the creation of this temporary job (through Child Welfare Services funds in the preceding

year) supervision of new children and their care in temporary homes had been minimal and scattered. The organization of staff assigned exclusively to this work, their supervision, and the application of casework principles was still so new but going so well - in spite of having begun when the problems and pressures involved were, because of wartime conditions, the most acute in all the agency's history - that a change here was unfortunate. In the other temporary positions the employment market has been such that securing and holding even provisional staff members for the three months' appointments allowed by Civil Service in the case of temporary jobs has naturally been extremely difficult. In spite of costly turnover, the home-finding unit has taken people wholly lacking in similar or related experience, while such people could not be assigned to the investigation of adoptions for the courts. On the other hand, without the temporary home-finding unit, we never could have placed all the new babies that arrived during the year.

With the setting-up of a third group of women visitors (vs. the old two) covering most of the children in foster-home care (i.e., all but babies, the mentally deficient and older boys) the stenographic pool was broken up - partly to secure a room for the new group, and partly to provide more adequate supervision of the stenographers by assigning their supervision to the supervisors of the various groups whose workers they served. At this point an analysis of their assignments was made and a new plan for more effective use of their time. Simultaneously all the non-stenographic clerical jobs - mostly one of a kind - were studied and indicated revisions made in assignments with a view to more logical and equitable division of labor and responsibility. Results to date in both areas seem to prove that the changes were improvements.

In several other areas advances have been made in number and use of personnel. The Child Welfare Services program added a fourth consultant for better coverage of rural Massachusetts by its state staff, as well as two local workers to give casework service to children in their own homes for several cooperating towns. (See below.) The assignment of the Intake Supervisor, who has had special responsibility for scrutinizing court intake (the heaviest part of the total), has in the past year been carried through gratifyingly on the difficult front of supervising as the Division's court agents a group of men staff members who are also responsible to another supervisor for their work as visitors to older boys in foster home care.

Apart from personnel and its assignments, the year has seen important growth and new developments in various areas, such as improvement in the functioning of the clothing room, the acquisition of the first state-owned cars for social workers, the acquisition of a new temporary home through an indefinite loan of a former private agency children's home, attempts to secure a better office and receiving facilities for the Division, and the launching of a two-year project to develope a policy manual through the combined efforts of the entire staff of social workers, with the necessary money supplied by two private charitable funds.

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During the year there were a number of problems and developments in the clothing room which cares for the clothing needs of the children in temporary homes, and from which children are provided with complete outfits when they go into permanent foster families. This room is staffed by a storekeeper and a junior clerk. Its effective functioning is essential to the smooth running of the organization since the demands on it are constant, and any failure on the part of the room to provide clothing means time-consuming, expensive retail buying by social workers already overburdened with other responsibilities. During the first eight months of the year, due in part to market conditions, the clothing room stock was such that complete outfits could rarely be supplied, with the result that there was much confusion and much time spent by social workers in shopping. In an effort to increase the efficiency of the room winter coats, which had for a couple of years previously been supplied to all children in care from the clothing room, were left to foster mothers to buy. Along with this, arrangements were made for the transfer of certain obsolete stock to state institutions where it could be used, thus eliminating unnecessary re-handling of goods.

On the first of March the storekeeper resigned and the room's junior clerk was put in charge temporarily pending the appointment of a new storekeeper. Rapid strides were made in getting stock more complete and by the end of the year much of the supplementary buying by social workers was eliminated. The organization of stock was such that a physical inventory at the end of the year was completed in record time. Merchandise handled by the room during the year was valued at $31,000.00. Two successful inventories were taken; one in February and one at the end of the fiscal year, each showing a net error of less than $25.00.

Staff transportation on the job has long involved problems of which a partial solution has finally been started. In reality, the jobs of the social workers have been predicated on automobile transportation ever since automobile travel became the common method for people in all lines of work involving house calls outside of thickly populated cities. However, while the majority of the Division's social workers have driven their own cars for years, a number have never learned to drive or never wanted to invest in cars; so that with no state-owned cars available, much work has been done through the hiring of cars by the hour or the day, and much by common carrier. The consequent extravagance with time or money is readily apparent; and equally serious, the impossibility of doing work adequate in quantity and quality. No case-worker restricted by the time tables of recent years or the consciousness of a paid driver waiting at the door can handle whatever she meets in casework problems in the course of a day as they need to be handled. Consequently, four or five years ago the Department looked into the matter of securing some state-owned cars. On the one hand, staff who drove their own cars, although they felt the mileage reimbursement inadequate and their cars a luxury which they would not have enjoyed had they not used them for their work, were none the less loath to accept cars which would not be theirs for their personal use. And at the same time the Commission on Administration and Finance considered state-owned

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cars a good investment only when the mileage per car was at least 10,000 miles per year - and preferably 12,000 to 14,000. As few social workers did 10,000 or more miles, the matter was dropped there. Recently, war conditions of course have made the problem more acute - with some of the staff putting up their elderly cars, many having staggering repair bills after losing much time for repairs, cars for hire becoming fewer and more expensive, etc., etc. Consequently the need of state-owned cars for the work was raised again, and in June four new cars purchased by the state were delivered and assigned to workers engaged in the transportation of new children. It is our sincere hope that this is but the beginning of a pattern in which all workers for whom the state feels it would be more economical, or who cannot finance cars for the work, will have cars to drive on the job.

This past year has also seen the development of an experiment in the use of a subsidized temporary home. The Division has raised the question in recent years, after long dissatisfaction with the quantity and quality of our temporary homes, of the advisability of subsidizing temporary homes from public funds as a method of securing and holding desirable temporary homes. This is a method used in many child-placing agencies. The present experiment has been made possible not by state funds but by the generosity of the Board of the Brook Farm Children's Home. The subsidizing is in the form of a temporary grant of a rent-free, furnished home now occupied by a Division of Child Guardianship foster mother and father. The couple will give temporary care to ten boys, aged eight to twelve, for whom the couple will be paid the regular temporary board rate from the Division. The home was opened at the end of May and during the coming year will furnish us with some experience in the advantages to be secured by such subsidizing.

The long standing need of a decent office and facilities for the reception of new children seemed twice in the course of the past year to have a chance of being met in the near future. But both hopes were short-lived. A project submitted to theEmergency Public Works Commission was turned down, and a reasonable chance of being given the use of the Monks house at 51 Commonwealth Avenue was not followed up after it was seen to be clearly - upon careful consideration and measuring - not large enough for the Division staff.

In 1939 when the present director of the Division of Child Guardianship arrived, Commissioner Armstrong was engaged in reorganizing the Division of Aid and Relief according to a plan arrived at through a survey of its work by an expert. He discussed the need of a similar analysis of the Division of Child Guardianship to make possible better planning of its functioning, while at the same time he recognized that it would be impossible for such a study to be carried on simultaneously with the administration of the Division by a new incumbent. He left before he had time to arrange for a study, but in his final report to the Governor he called attention to the needs of the Division that he regretted having to leave untouched. In 1940 Commissioner Hatch agreed that the understaffing was extraordinary, the operating confused, and that a survey would both help him and the director to improve the functioning of the Division, and substantiate the claims that they planned

to make when asking the next legislature for help. With neither funds nor personnel available in the state set-up, an appeal was made to a private fund which generously financed a survey made by an expert recommended by the Children's Bureau.

Miss Abigail W. Brownell, who spent several months making the survey, analyzed the agency structure and the resources of the Division in relation to volume of work. She did not go into policies and procedures: not because she felt they did not need careful scrutiny and evaluation, but because she felt such study would be an extravagance until certain structural changes had been made and at least a fraction of the needed personnel supplied. The progress made in structure and personnel in the three years following Miss Brownell's study may be indicated by a tabulation of changes recommended. She stated that the overloading of the staff was very serious; that supervision of 145 children per visitor along with home-finding made for an impossible assignment when the Child Welfare League of America set 65 children as the maximum feasible without home-finding; that many more supervisors were needed; that the overloading was progressive from bottom to top of the professional staff and the director needed two assistants, one to supervise the child-placing work and one the various other units, so that the director could have the time needed for work on problems of personnel, administration, inter-agency and public relations. By the fall of 1943 case loads were reduced to 119, due partly to the addition of visitors and more to a reduction in the number of children under care. Three supervisory positions had been added. An assistant director had been secured to supervise the child-placing work. Miss Brownell recommended more space as sadly needed to relieve almost unbelievable congestion in the office; the space had been more than doubled subsequently. She stated that the ratio of clerical to professional staff was not bad, but that clerical staff needed to be studied and reorganized for greater efficiency: this had been accomplished in part. Various other recommendations had been carried out, such as the setting up of a unit to give casework service to children recently arriving in care and staying in temporary homes prior to placement in regular foster homes, the addition of a worker (to the one alone previously assigned) to make adoption placements of children, the addition of a worker to the unit investigating adoptions for the courts. While the increases of personnel in various corners of the Division were inadequate and far less than recommended, all had been accomplished that could be without further help from the Legislature. Similarly, while the need of a receiving home had not been filled, it had been asked for and granted by the 1941 Legislature - though when a house had been secured, the Division was instructed to abandon the project until after the war.

Considering the progress made, it was proposed in the fall of this past year to continue Miss Brownell's study, carrying on into the field of agency policy and procedures. These have grown up much in the fashion of common law, without being written down. Thus, they are difficult of access for new staff and of study for re-evaluation. The lack of uniformity, clarity and soundness in agency practice is serious, and handicaps not only new staff but all staff in this large agency of

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multiple functions. Every agency needs periodically to evaluate its policies and procedures and especially an old agency which has not done so through a period of developing standards in its field. Any large public agency must have considerable clarity in its policies and uniformity in its practice. The development of a manual through the proposed study would help in the orientation of the untrained worker to the basic theory of child-placing, and of every worker to the total agency - only one of whose functions she knows intimately as her own job. Furthermore, it should result in improved standards of work, greater efficiency, and better focusing of effort. Equally important, it was felt, would be the staff development to come from carrying on the project through many small staff committees in which all the social workers would participate. Since such a plan calls for a great deal of time and effort on the part of the supervisory staff plus organization and recording by a research worker, and the first was available from our own staff but not the second, grants were secured from two private charitable funds to allow for the engaging of a worker, for clerical and incidental expenses, and for the publication of a manual. The plans called for a two year project.

From January 1 to February 15 the supervisory staff met frequently with the director to plan the general content of the study, and ways and means of obtaining staff participation. The plan adopted was to have the entire social work staff take part through membership in small committees so that each could actively share in discussion of policy, and the supervisory group serve as a board of review. On February 16, 1944 a social research worker to serve as secretary for the study joined the staff. She spent approximately one month acquainting herself with the general operation of the Division of Child Guardianship and with written material relevant to the study. On March 22 the first study committee began its work and others were organized from time to time thereafter. Each consists of five social workers who meet fortnightly with the secretary. She meets weekly with the director and assistant director to review progress made by the various committees and to plan next steps. Bi-weekly meetings of the supervisors of the child-placing section of the Division are largely devoted to material developed by the committees, each of which has been assigned study of a different aspect of the work of the Division. The usual first step for each committee is to outline the content of material to be studied; thereafter, the committee proceeds to discussion of the content outlined, and the secretary takes full notes. The committee and the secretary do such additional study as will clarify issues raised at the meetings. When sufficient ground has been covered to permit preparation of material for the manual, the secretary writes a first draft which is submitted to the committee for revision.

Since the best practice is achieved when social workers share the responsibility for formulation of policy and understand and accept it, perhaps the most important part of this project is the work of the committees. The success of the study may be measured by the extent to which the staff has conviction as to the soundness of agency policies and procedures. There is evidence that the opportunity for staff participation has been welcomed. Differences in interpretation of policy and understanding of procedure have been clarified and agreements reached. Staff members have submitted to their respective committees suggested outlines of content and written statements to aid in discussion. The

interplay of ideas in committee has produced a long list of suggestions for the improvement of the work. The process is, however, not one to be hurried. It requires time for staff to consider and assimilate new thinking, particularly since confusion and uncertainty over policy and procedure have existed for years. The social workers have come to use committees as opportunities to discuss their questions and difficulties, to find solutions, and to achieve change. As an aid in developing widespread staff participation, news bulletins on the manual have been circulated to the entire staff. When appropriate material is available, suggestions on issues subject to debate are thus solicited and the staff acquainted with the work of all committees. To supplement this method of distributing information, the secretary spends a part of each meeting describing topics of interest which have come up in other committees.

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CHILDREN IN THE CARE AND CUSTODY OF THE DIVISION

In the program of direct care to children there was constant struggle during the year to keep the situation under control, although the number of new children received was the lowest in fifteen years and the year closed with only 6,979 children in care. The foster home shortage throughout the year presented a problem of gigantic proportions that could not have been met had it not been for the increased board rate granted in June 1943, and the impetus resulting from the substantial number of boarding applications received through the Share Your Home Campaign along with the well-focused efforts of the new home-finding unit. With all, the year was characterized by mounting anxiety concerning the kind of care the children were receiving and caution in accepting new children.

Total Intake.

During the year 1,039 children were received in care compared to 1,370* in the last full fiscal year and an average of 1,320 in the previous five years; 697 came through the courts as neglected (467 on a temporary basis and 230 permanently); 193 were received as dependent; 149 were committed to care as wayward or delinquent.

Trends in intake in the past twenty years show some interesting changes. The small number of dependents in the current fiscal year is consistent with a marked downward trend in this group beginning in 1939. Prior to that for a period of twenty years between 400 and 500 children were received annually as dependent. This decline since 1939 can be accounted for principally by the Social Security Act which, as it became effective, made it possible for many parents to keep and care for their own children under the Aid to Dependent Children program, and partly in more recent years by increased employment which has made it possible for the single parent or other relative to continue caring for some children. At the same time, fewer children placed independently are coming into public care because of non-payment of board.

*For comparative purposes the seven months period (December 1,1942 to June 30, 1943) is not used.

CLASSIFICATION OF CHILDREN RECEIVED DURING THE YEAR

		Neglected		Dependent					Delinquent		Wayward	
	Total	Permanent	Temporary	C.119 S.38	C.119 S.22	C.119 S.28	C.119 S.14	C.273 S.14	Permanent	Temporary	Permanent	Temporary
Total	1,039	230	467	161	31	1	0	0	11	137	0	1
Boys	594	116	255	92	17	0	0	0	8	106	0	0
Girls	445	114	212	69	14	1	0	0	3	31	0	1

MONTHLY INTAKE
July 1, 1943 to June 30, 1944

	Total	Boys	Girls
Total	1,039	594	445
July, 1943	81	45	36
August, 1943	115	66	49
September, 1943	110	64	46
October, 1943	105	58	47
November, 1943	78	43	35
December, 1943	78	38	40
January, 1944	91	50	41
February, 1944	85	54	31
March, 1944	81	49	32
April, 1944	64	41	23
May, 1944	71	48	23
June, 1944	80	38	42

AGE AND SEX OF CHILDREN RECEIVED FOR CARE FROM
July 1, 1943 to June 30, 1944

	Total	Boys	Girls
Total	1,039	594	445
Under 6 months	78	42	36
6 months to 1 year	53	30	23
1 year	84	46	38
2 years	69	42	27
3 years	66	32	34
4 years	67	31	36
5 years	59	32	27
6 years	51	28	23
7 years	55	31	24
8 years	72	44	28
9 years	64	39	25
10 years	49	34	15
11 years	58	40	18
12 years	52	30	22
13 years	57	30	27
14 years	54	35	19
15 years	37	23	14
16 years	14	5	19

CHILDREN UNDER CARE DURING THE YEAR

	Total			Neglected			Dependent			Delinquent			Wayward		
	Total	Boys	Girls	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Total under Care during the year	8,494	4,470	4,024	2,534	2,523	5,057	1,684	1,417	3,101	252	79	331	0	5	5
In Care June 30, 1944	6,979	3,608	3,371	2,071	2,111	4,182	1,421	1,217	2,638	116	40	156	0	3	3
Discharged during year	1,515	862	653	463	412	875	263	200	463	136	39	175	0	2	2

CHILDREN DISCHARGED FROM CARE DURING THE YEAR

	Total			Neglected			Dependent			Delinquent			Wayward		
	Total	Boys	Girls	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Total	1,515	862	653	463	412	875	263	200	463	136	39	175	0	2	2
To Parents	305	167	138	101	85	186	60	48	108	6	5	11	0	0	0
To Other Relatives	89	37	52	18	33	41	17	19	36	2	0	2	0	0	0
Adopted	72	28	44	7	6	13	21	38	59	0	0	0	0	0	0
To U. S. Services	200	190	10	96	6	102	90	4	94	4	0	4	0	0	0
To Court*	448	274	174	172	148	320	3	1	4	99	24	123	0	1	1
Bailed	7	5	2	4	2	6	0	0	0	1	0	1	0	0	0
Committed to State Schools for Mentally deficient	103	35	68	20	42	62	13	23	36	2	3	5	0	0	0
Trans. to Correctional Schools	13	11	2	0	0	0	0	0	0	11	2	13	0	0	0
Comm. to Correctional Schools	60	50	10	25	6	31	19	4	23	6	0	6	0	0	0
Comm. to Reformatories	4	2	2	2	0	2	0	2	2	0	0	0	0	0	0
Died	22	14	8	4	3	7	9	5	14	1	0	1	0	0	0
Other**	192	49	143	14	81	95	31	56	87	4	5	9	0	1	1

*Temporary commitment

**Including self-supporting, married, to private agencies, to place of settlement, of age, and whereabouts unknown

STATUS OF CHILDREN REMAINING UNDER CARE ON JUNE 30, 1944

	Total	Boys	Girls
Total	6,979	3,608	3,371
In foster homes, fully supported (221 in Temporary Homes)	5,088	2,745	2,343
In foster homes, free of expense	136	71	65
In foster homes, board only provided	12	5	7
In foster homes, clothing only provided	115	22	93
In foster homes, earning keep	72	49	23
In foster homes, earning keep and cash	169	73	86
In foster homes, paying own board	514	213	301
In hospitals	219	120	99
In other institutions for treatment	82	26	56
In hospitals and other institutions employed on resident basis	72	29	43
Married	23	2	21
With parents, anticipating discharge	236	135	101
With other relatives, anticipating discharge	151	55	96
Whereabouts unknown	53	26	27
In hospitals, in training	10	0	10
In United States Service	37	37	0

Of the 6,979 children under care June 30, 1944,

37.8% were dependent
59.9% were neglected
2.2% were delinquent
.1% were wayward

61.5% were Catholic
38.0% were Protestant
.5% were Jewish

51.7% were Boys
48.3% were Girls

370 children under 3 years of age. 5.3%
5,059 children between ages of 3 and 15. . . . . 72.5%
1,550 children between ages of 16 and 20 . . . . 22.2%

198 full orphans
415 children whose fathers are dead
708 children whose mothers are dead
2,392 illegitimate children

The number of neglected children coming into care shows a fairly consistent upward trend since the early twenties when the number averaged around 300 annually, increasing to around 600 annually in the late twenties, further increasing to around 700 annually in the middle thirties and reaching a peak of 900 in 1942 - with a subsequent drop. During the entire period from 1920 the number of neglected children committed on a permanent - as contrasted with temporary - basis has stayed between 200 and 350 annually. During the same period, however, there has been a consistent upward trend in the number received temporarily as neglected from about 100 annually in the early twenties to a peak of 680 in 1942. This increase in the number of children committed temporarily is a matter of concern not only because of the terrific load it throws on the Division's already overburdened resources but also because it raises serious questions concerning the validity of the removal of the children from their own homes and the possibility of fuller use of local resources for short term or temporary care. It serves further to confirm the oft-cited need of the Division for staff facilities to make adequate social investigations of those neglect cases that constitute such a large proportion of the total children received in care.

The number of wayward and delinquent children received in care has shown no significant change since 1920; the total number running between 100 and 200 annually during these years and averaging around 150 in the past ten years. It is a matter not only for regret but for community concern that an organization as large as the Division has not been able to make a greater contribution in this area during the period of increased delinquency going along with the war. This inability to rise to meet new needs is part of the price the community has to pay for permitting an organization to run in normal times on a basis of only sheer minimum essentials.

Concern about the kind of care that could be offered new children along with fear around the Division's inability to continue meeting normal intake demands led to considerable activity during the year in interpreting the agency's limitations. The men representing the Division in court at the time of hearings on neglected and delinquent children were urged to be frank with judges and other court officials in discussing the foster home shortage and the crowding of temporary homes. Along with this a number of conferences were arranged with the Massachusetts Society for the Prevention of Cruelty to Children, the private protective agency responsible for bringing into court most of the neglect cases, again with the purpose of interpreting the Division's limitations and pressures. Consideration was asked for the fuller exploration of relatives as resources for the care of children and for more generous use of local resources for short term care. Potentialities for case work service or other helps to families to enable them to keep the children in their own homes were pointed out. The Massachusetts Society for the Prevention of Cruelty to Children's response to these conferences was one of understanding and concern. There seems no doubt that the decreased intake during the year is the result in large part of increased awareness on the part of courts and protective agencies of the Division's current pressures and a consequent fuller use of other opportunities for children.

Investigation Unit.

The primary responsibility of the investigation unit is the handling of applications for the care of dependent children, case work with the parents of dependent children in care, and discharge of dependent children - when care is no longer necessary - to parents or other relatives. In addition this unit carries out the law requiring the bonding of children from other states placed in Massachusetts with non-relatives. It gives cooperative service to agencies outside of Massachusetts interested in children. It often investigates cases of neglected children on which there is insufficient information for immediate planning. Two types of dependent applications show a slight increase this year; first, the case in which the mother wants placement to enable her to go to work; second, the case in which there is a child born to a mother whose husband - not the father of the child - is in the service. In the first type of case, acceptance for placement is rare and occurs only when other factors indicating the need of placement are present. The second type of application is usually a request for adoption placement with the mother desiring to keep the father in ignorance of the child's birth. Since by statute he is the legal father of the child and his consent to any adoption is necessary, the situation presents many difficulties. There has been an increase in the number of runaway minors from other states who have been picked up by the police in Massachusetts and referred to this unit for return to their own homes. Most often these are girls who have followed servicemen to camp or who are seeking adventure, or boys who falsify their ages and are trying to enlist. A good deal of work has gone into adjusting birth certificates, now so necessary for many reasons. For foundlings and abandoned children it is now possible to file returns. In many other instances sufficient facts have been found to allow for delayed or corrected returns.

Below is a statistical report of the work of the investigation unit during the year.

Application for Care

	Children	Families
Applications pending July 1, 1943	638	451
Applications received July 1, 1943 to June 30, 1944 (Including 83 re-applications)	686	506
Total	1324	957

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Disposition as follows:

Adopted		10	10
Placed for Adoption		3	3
Advised only		17	12
Died		10	10
Left the State		1	1
Withdrawn		10	10
Assumed by Relatives		268	170
Assumed by Private Agencies		28	24
Assumed by Public Agencies		156	101
Children Committed Sec. 22 Chap.119 General Laws			
(Boys (Including 2 male foundlings) . .	17		
Girls(Including 1 female foundling) . .	14	31	24
Children received Sec. 38 Chap.119 General Laws			
Boys	92		
Girls	69	161	126
Children received Sec.28 Chap. 119 General Laws			
Girls	1	1	1
Pending July 1,1944		628	465
Total		1324	957

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Applications for Discharge

Applications for discharge pending July 1, 1943	165	119
Applications received July 1,1943 to June 30,1944	265	187
Total	430	306

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Disposition as follows:

Discharged	225	169
Refused	48	24
Withdrawn	71	47
Pending July 1, 1944	86	66
Total	430	306

Follow-up Investigations

Cases pending July 1, 1943	77
Cases added July 1,1943 to June 30, 1944	124
Total	201

Disposition as follows:

Investigation leads to discharge	6
Closed	44
Pending July 1, 1944	151
Total	201

Adoption Investigations (Bond File)

Cases pending July 1, 1943	16
Cases received July 1, 1943 to June 30, 1944	53
Total	69

Disposition as follows:

Closed	36
Pending July 1, 1944	33
Total	69

Out of State Investigations

Cases pending July 1, 1943	81
Cases received July 1, 1943 to June 30, 1944	143
Total	224

Disposition as follows:

Cases closed	148
Cases pending July 1, 1944	76
Total	224

to avoid separation of family groups. Of the 19 children in this group who had brothers and sisters (7 were single children), the unit succeeded in placing 17 in temporary homes with one or more of their siblings. (Two (2) were placed apart from siblings because of their need for special care.) Twelve (12) of these 17 were later placed in permanent homes together with older children in the family. Three (3) were returned to their own homes and two (2) - only recently committed - were still waiting permanent placement.

A new improved method of statistical counting was developed during the year. Staff meetings became a regular part of the work of the unit and with the addition of extra staff the supervisor's time became freer to develop the qualitative aspects of the unit's work and to work toward better integration of the unit with the rest of the agency.

While the unit carried an extremely heavy load of children in temporary homes during the course of the year - an average of 164 compared to 94 in 1940 - it was possible to go some distance in improving the standards of the temporary homes, thanks to the increased board rate (raised from $5.50 to $8.00 weekly in June 1943) and to the special efforts of the new home finding unit. In contrast to 12 temporary homes and 3 quarantine or convalescent homes available in June 1943, there were available in June 1944, 20 temporary homes (capacity, 154 children) and 5 quarantine homes (capacity, 17 children). During the year 2 of the older, undesirable temporary homes were closed. Three (3) new temporary homes were discontinued because the foster mother found the responsibility too great. The need for temporary homes for colored children (of whom there were 382 out of a total of 6979 in care) was met by the end of the year. The increased board rate made it possible to effect desired improvement in some of the older temporary homes. There was elimination of the extreme restlessness which characterized these homes as a result of the pressures in the winter of 1942 to 1943, and an increase in cooperativeness and intelligent service from the better temporary homes. By the end of the year, recently opened temporary home resources were developed to a point where only 4 permanent homes had to be pressed into service for new children in contrast to 20 such homes in October 1942. These changes and added new homes not only resulted in more security and better care generally to the children involved, but also have been time-saving for the staff and have provided some leeway in the selection of the temporary home for the particular child.

The year, however, was not without critical periods. There were a number of epidemics in the large temporary homes involving scarlet fever, diphtheria, and Sonne dysentery. These had serious implications not only for the children involved but also for the children in other temporary homes which had to be greatly overcrowded while the large temporary homes were in quarantine. The state Department of Public Health and the medical consultant of the Department of Public Welfare gave valuable consultation service in handling and planning for the prevention of these epidemics. Efforts have been made to get more adequate medical history on the day of the child's commitment. Consistently there have been attempts to reduce the numbers in the temporary homes for values which this might have in reducing the incidence of epidemics. No real inroad into this problem has been made, however, and the constant threat of epidemics remains.

A new and serious difficulty which developed during the year involved the use by local communities of zoning, health or building codes to control the placement of foster children in local communities. This affected both permanent and temporary foster homes but was more serious for the temporary homes. Local interpretation of these laws defined such temporary homes as "businesses" or "institutions". Four towns by this interpretation prevented foster mothers from opening temporary homes for more than two or four children. While it is recognized as desirable to avoid placement of large numbers of children in one home, there are the additional facts of a foster home shortage, the recognized advantages of small-group temporary placements, and the existence of many single families containing more than four children among those committed to care. Even without a foster home shortage, therefore, the Division should have discretion in varying the number of children placed in any one home. Such a question was raised in Boston at a public hearing on the granting of a license for a temporary home for eight boys. The hearing board made it clear that the Boston zoning laws would not be used adversely against simply the presence of children, but would rather be used constructively to insure the meeting of certain building laws and health standards; and the board gave recognition to the quality of supervision provided in such homes by the Division. While a license was thereby required in Boston, there is assurance under the present board of wise use of this requirement and adequate recognition of the Division's supervisory controls. There has not been the same assurance in other localities - with indications that such restrictive requirements tend rather to be an expression of residential community feeling against the presence of children in general (as potentially destructive to private property) and against "state wards" in particular. With our knowledge from long experience that acceptance of our foster children by local communities is of vital importance to the child's sense of being wanted, and also with our conviction that children in the Division's care must have adequate opportunity for living with well-adjusted families in good residential districts, we are concerned about possible developments in the use of these local restrictions to limit our foster home resources.

Looking forward to the coming year this unit recognizes the need for work on five main fronts: further expansion of temporary home facilities with the elimination of less desirable homes; continued refinement of the case work handling of children along with improvement of the organizational mechanics of the unit; improvement of the health planning for the children; development of better methods of transferring cases from the reception unit to the placement unit; and, finally, as stenographic help can be secured, improved case recording.

Foster Home Situation.

While the demand during the year for children for adoption or for wages was beyond anything that could be met, the difficulties in finding new boarding homes and in holding old homes persisted and resulted in a marked lag in children's leaving temporary homes to go into permanent foster homes, and with some children's staying on in temporary care for periods of over a year - along with a high replacement rate among these children. The scarcity of homes with the capacity to give care to a number of children necessitated the separation of brothers and sisters as they were placed in permanent homes to a degree unknown before, with the Division facing the fact that it could not even give to some families of children the advantage of geographical proximity to each other. That there developed a marked

deviation from the long established standard of only 4 unrelated children in a home was revealed in a census taken on March 13, 1944. This census excluded the group of infant homes, in which the standard of only 4 children* in a home has been maintained with only 4 or 5 exceptions which are under close surveillance. It also excluded the group of mentally defective children since planned practice with these handicapped children is in the direction of using group care and specially selected large foster homes. Further it excluded those situations in which a family of more than 4 children has had the exclusive use of a foster home. The census findings indicated that there were 1,231 children being cared for in 199 homes where there were more than 4 foster children. The size of the groups and the number of children involved are shown as follows:

	Number of children in foster home	Number of foster homes involved	Number of children involved
Total	5	199	1,231
	5	87	435
	6	51	306
	7	26	182
	8	21	168
	9	11	99
	10	3	30
	11	1	11

A change in the calibre of boarding homes opened during the year was noted, probably reflecting the response to current recruiting publicity which has made strong patriotic and humanitarian appeals. The new homes show a smaller proportion of the simple, typical boarding home and a larger proportion of homes of the white collar group. The new home more frequently is interested in taking only a single child, and the rate of turnover in these homes is high. A concession to the pressures of war time was made when in October a policy was established of accepting infant boarding homes where the foster parents were of different religions. Such homes are accepted with the understanding that the placement is of a temporary nature. Experiments in considering for boarding care some foster applications in which the foster parents were really interested in adoption had generally unsuccessful results with practice consequently moving toward very cautious consideration of this group of applicants.

Efforts begun in 1942 to get thorough-going statistics for the Division as a whole on the number of foster homes investigated, the number approved and the number of homes closed, have not resulted in material sufficiently accurate to be quoted in this report. Bookkeeping figures show a total of 2,374 boarding homes in use during the first quarter of the year, decreasing to 2,312 in the last quarter, a net loss of 62 homes. In addition to the homes approved by the home finding unit, which is reported on in detail later, social workers carrying case loads reported approving a total of 211 new homes during the year and reopening 34 old homes.

*i.e., a total of 4: babies under two years being limited to 2 by the licensing unit.

Home-Finding Unit.

During the year the professional staff of the home-finding unit varied from two to four workers who gave the equivalent of full time of three workers. There was a high rate of turnover in this staff with the exception of the supervisor, as workers found more permanent jobs elsewhere. Up to March a full-time clerk-stenographer was attached to the unit.

The foster home situation leading to the establishment of the unit showed no improvement during the year with 463 unsolicited applications to take children to board received, compared to 468 in the previous twelve month period. Adding adoption and wage applications to those for board, a total of 790 were received during the year in contrast to 1,519 in 1940.

In attempting to get more homes into use the unit followed the same three methods as last year --(1) making full or partial investigation at the visitors' request of applications received by them directly; (2) investigating those referred by the Share Your Home Committee; (3) recruiting and investigating new homes. Again the emphasis has been on the third method although this year it has been much more marked. With no new Share Your Home Campaign to depend upon the unit has tried to develop as many resources of its own as possible.

Boarding Homes Investigated by Unit - July 1, 1943 to June 30, 1944

Sources and Dispositions*

		Carried Forward		New Leads		
Sources	Total	Approved	Refused or Withdrawn	Approved	Refused or Withdrawn	Pending
Total	1,066	34	75	171	691	95
Visitors	162	3	3	43	106	7
S.Y.H..C.	100	23	19	20	36	2
Recruited by Unit	804	8	53	108	549	86

*These application figures should not be compared with those given above for direct or unsolicited applications as the latter group represents families that filled out application blanks whereas the unit counts all leads, many of them being simply inquiries.

The above table shows the high proportion of recruited homes. Of the 804 found by the unit, 61 were carried forward and 743 were new this year, as against 212 in the first five months of the unit's existence covered in the last report. At the visitors' request the unit made 162 investigations (one visitor turning over 41 old applications that were pending in her district when she was assigned to it). This total of 162 is smaller in proportion than last year's which was 84 for a period less than half as long. Investigation of direct applications, however,

was always intended to be subordinate to recruiting and the unit has purposely kept to its policy of giving such help only when the visitors asked for it. The homes listed here as referred by the S.Y.H.C. were all investigated by the unit.

While the peak of the Campaign had passed by the beginning of the fiscal year, it continued to bear dividends not only in the 1840 new applications allocated to the Division during the summer but also in the better community understanding of foster children and their needs achieved through the Campaign's educational program. The following table shows the number of applications allocated to the Division from the Boston office of the S.Y.H.C. and from its Worcester and western Massachusetts branches, the proportion investigated by the unit and by the visitors, and the dispositi

S.Y.H.C. Homes Investigated - July 1, 1943 to June 30, 1944

Source of allocation and Investigators	Total	Carried Forward		New Leads		
		Approved	Refused or Withdrawn	Approved	Refused or Withdrawn	Pending
Total	184	37	47	24	40	36
Boston Office						
By visitors	50	14	28	4	4	0
By unit	81	22	19	14	24	2
Branch Offices						
By visitors	34	0	0	0	0	34
By unit	19	1	0	6	12	0

In the early fall the unit increased its recruiting which at first had followed last year's lines. Community contacts were kept up and personal sources - clergymen, social workers and others - referred 138 homes, 32 of which were approved. Less time than formerly was given to this method of recruiting, however, and only four intensive searches were made. Two were unsuccessful but one in a district where the visitor especially wanted help brought 6 approved homes, and another for colored homes brought 10.

The unit's chief dependence has been on newspaper advertising. Two hundred and thirteen (213) days of it, 91 in local and 122 in Boston papers, drew 504 applications, 67 of which were approved. The greatest response to this method, however, came in the first half of the year and by January it seemed time to try other forms of publicity.

The first experiment was with radio and the whole Division staff was invited to participate in it. Eight stations responded to a circular letter and the broadcasting time they offered was used in the following ways: "spot" announcements, most of them written by the unit, were run repeatedly by four Boston and two Worcester stations on eight different programs; six interviews, three of them by the Division of Child Guardianship Director and three by visitors, were given in Boston

and Holyoke; one Boston station put on a series of 7 five-minute "Letters from Mary Meadows to Her Son in the Army", describing the children she was boarding for the Division in his absence. These letters were written by a visitor and read by actresses in current Boston plays. The Lawrence station accepted a series called "Other People's Children". These 9 fifteen-minute broadcasts included an interview with one Division supervisor and eight dramalogues based on case stories. In three of these a foster mother and five visitors took part. The rest were presented by pupils from a dramatic school. Two visitors wrote three of the scripts and the unit wrote the others, but all were planned and criticized by the publicity director of the Greater Boston United War Fund. This radio publicity involved no financial expenditure.

The results from all those broadcasts were extremely small - 26 applications, only 4 of which were approved. The visitor who gave the two Holyoke interviews, however, received 6 or 8 responses and approved several homes which are not counted here.

The unit's other experiment was a small scale campaign for homes from Mother's Day to Father's Day. Three thousand copies of a leaflet prepared by the unit and edited by the Greater Boston Community Council were printed and distributed without cost except for postage. Some newspaper publicity was also attempted but, as it was felt that the S.Y.H.C. had the first right to space in the Boston dailies, the unit ran only two short notices in them. Appeals were printed, however, in the bulletins of the American Legion Auxiliary, the Grange, etc., and at the same time a poem written by a visitor was sent with a leaflet to 130 town papers. Later an appeal for Catholic homes appeared in the Boston Pilot. During the month visitors and home-finders addressed six meetings of women's groups and notices were read at three others, but it was too late in the woman's club season for many such opportunities. This campaign proved no more successful than the radio venture for, of the 75 leads it brought, only 5 were approved. Publicity of some kind will nevertheless be needed for the duration at least and these experiments should prove valuable experience

The following table compares all the unit's methods of recruiting:

Sources and Dispositions of Applications Recruited by Unit

		Carried Forward		New Leads		
Sources	Total	Approved	Refused or Withdrawn	Approved	Refused or Withdrawn	Pending
Total	804	8	53	108	549	86
Personal Sources	173	3	32	32	97	9
Advertising	530	5	21	67	396	41
Radio	26	0	0	4	13	9
Newspaper Appeals	24	0	0	4	18	2
Appeals to Groups	39	0	0	1	22	16
Other	12	0	0	0	3	9

As to standards of investigation there has been no uniformity. The minimum set by the unit originally called for four visits - two to the home, including one to the foster father, and two to references. From the first, however, homes were often approved with less investigation. This was as inevitable as it had been in the preceding year and for much the same reasons: the unit still felt the pressure for homes and the need to save time and mileage. Then too, shorthandedness has sometimes been a factor this year as the briefest investigations came in the months when there were only two home-finders. Moreover, if the foster father was away or working long hours, a second visit often seemed unnecessary or impractical.

However the hurried investigations were offset by others that were well above standard; in fact, the total number of visits on the 205 approved homes came to 912 or nearly 100 more than the figure hoped for. Some of these homes had been carried forward, however, and had received 57 of these visits before July 1, 1943. The number of visits to approved homes and their references in the past year was, therefore, 855. Add to this the 541 to refused and pending homes and the year's total visits comes to 1,453 - not counting the 155 visits to sources.

While evaluation should not be entirely quantitative, the success or failure of a home is hard to measure. The only test the unit has yet made is a study of use, as in the following table. The figures are not encouraging. Of the 205 homes approved this past year, only 99 were in use on June 30, 1944. Forty-five (45) of these have babies, 43 have permanent older children and 11 give temporary care. Divided according to religion, 66 Catholic homes were approved, of which 29 are filled; and 133 Protestant homes, of which 63 are in use. The one Jewish home and three of the five homes of mixed religion (for babies only) are also active. The total number of children in the 87 permanent homes on June 30, 1944 was 119.

Not one home has been approved for older boys although the unit has been asked to find a temporary homes for them. On the other hand, enough small temporary homes were found for younger children to ease the reception problem somewhat. Though only 11 of these 20 new, approved temporary homes were in use on June 30, 1944 and cared for only 22 children, the number of children was higher previously and will be so again. Two temporary homes that are ready are about to be opened and another has been withdrawn for the summer only. Of the other six, three were unsuccessful, one boarded for the period agreed on at the time of application and two withdrew because of health or family difficulties.

The reasons for the 56 withdrawals of permanent homes are less clear, although 28 had been used. The commonest reason given was fatigue - 8 foster mothers found the children too much care; changes in the family's circumstances caused 5 to withdraw; 2 foster mothers became pregnant and 4 others ill; 3 became interested in adoption; 2 wanted children of types for which they seemed unsuited or which the Division did not have; 1 feared rivalry with her own child; 1 wanted a higher board rate; and 2 went to work.

Of the 30 unused but ready homes, 12 are under consideration by the visitors. Nothing definite is known about 15 of the others but 3 are unlikely to be used - 1 of them is for a single Protestant child; 1 is foreign; 1 is in a somewhat congested neighborhood.

For the sake of comparison, the table on the use of the homes approved this past year is followed by a similar one for the previous five months.

Homes Approved July 1, 1943 to June 30, 1944

Religion, Types of Care and Use

Types of care		Total	USED: In Use 7/1/44	USED: With-drawn	USED: Disap-proved	USED: Ready	NEVER USED: With-drawn	NEVER USED: Disap-proved	NEVER USED: Ready
Total		205	99	34	5	7	28	2	30
Babies	C	15	11	2	0	0	1	0	1
	P	49	31	12	0	1	3	1	1
	CP	3	2	0	0	0	1	0	0
	J	1	1	0	0	0	0	0	0
Children over 3	C	47	16	6	2	1	8	0	14
	P	65	26	7	3	3	14	1	11
Temporary Care	C	4	2	1	0	0	0	0	1
	P	14	8	4	0	1	0	0	1
	CP	2	1	1	0	0	0	0	0
Feeble-minded	C	1	0	1	0	0	0	0	0
	P	4	1	0	0	1	1	0	1

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Homes Approved February 1, 1943 to June 30, 1943

Religion, Types of Care and Use

Types of care		Total	USED: In use 7/1/43	USED: With-drawn	USED: Disap-proved	USED: Ready	NEVER USED: With-drawn	NEVER USED: Disap-proved	NEVER USED: Ready
Total		91	39	20	2	7	14	3	0
Babies	C	4	2	1	0	0	1	0	0
	P	16	7	6	0	0	2	1	0
Children over 3	C	29	12	3	1	4	6	1	2
	P	31	12	7	1	1	5	1	4
Temporary Care	C	5	3	0	0	2	0	0	0
	P	2	1	1	0	0	0	0	0
Feeble-minded	C	3	2	1	0	0	0	0	0
	P	1	0	1	0	0	0	0	0

To summarize: the unit has made 1,453 visits in regard to 1,066 applications and has approved 205 homes. Sixty-eight (68) were for babies, 117 for permanently placed older children and 20 for temporary care. Ninety-nine (99) are now serving 141 children, 34 withdrew after use, 28 withdrew before used, 7 were disapproved and 37 are now waiting for children.

The year's work has not gone far toward meeting the foster home deficit. Too high a proportion of the approved homes were for the type of child most easily placed. What the Division needs are baby homes, temporary homes, and homes for family groups, and Catholic homes - over half the children in its care being Catholic. The unit, it should be understood, has kept these needs in mind and has made its appeals specific. In spite of this the great majority of the applications received have been for children over three years old who would not have to be moved. Moreover, fewer Catholics applied than Protestants. This was especially true of the response to the more general appeals by the Share Your Home Campaign. It was the policy of the unit to investigate all of these applications allocated, even when the likelihood of use was slight. When received from other sources, Protestant applications rarely were investigated unless they were for two or more children. Judging by the figures on use, home-finding should be still further specialized in the future.

All Children in Care.

The year closed showing the status of children in care not materially changed. Seventy-three (73) per cent were provided board and clothing, compared to 72% in the previous full fiscal year; 2% were receiving clothing only, as in the previous year; 6% were with parents or relatives anticipating discharge, again the same percentage as previously. There was a slightly higher proportion of neglected children, the year ending with 60% in this classification, compared to 58% previously; dependent children represented 38% of the case load compared to 40% previously; and wayward and delinquent children constituted 2% of the load, the same as in the previous year.

Eighty-two (82) children were in non-medical institutions receiving treatment. While the law provides that children in the care of the Division be placed in foster families, in practice it is sometimes necessary to place children in institutions because of their inability to adjust in foster families or their special need of group care. While the number of children so placed is small, special efforts were made during the year to bring these institutional placements under control by requiring a written analysis of the problem necessitating such placement approved by the supervisor and subject to annual review.

The following table indicates the kind of employment in which the working children are engaged and is particularly interesting as it shows the trend away from farm and domestic work, fields which formerly claimed a very large proportion of the children in the Division's care.

Boys and Girls Employed

Type of Work	Total	Boys	Girls
Total	859	387	472
Housework	110	0	110
Farms	78	71	7
Factories and Mills	406	197	209
Offices	67	14	53
State Police Barracks	42	42	0
Restaurants	41	30	11
Hospitals and Institutions	65	12	53
Stores, Hotels, etc.	50	21	29

At the close of the year 1,547 children, 16 years of age and over were in care: 644 boys and 903 girls. Their status is shown as follows:

Placement of Children 16 Years of Age and Older

Type of Placement	Total	Boys	Girls
Total	1,547	644	903
Free	300	157	143
Employed	744	310	434
Clothing only furnished	90	11	79
Board only furnished	18	5	13
Board and Clothing furnished	251	110	141
In hospitals and other institutions	91	26	65
Whereabouts unknown	53	25	28

Of the children 16 years of age and over 35% were attending school. Their status and the type of education they were receiving is shown below:

Status and Type of Education of Children

16 Years of Age and Over and Attending School

Type of Education	Total	Wages	With Relatives*	Free	Part Free	Boarded
Total	543	55	27	98	107	256
Elementary	24	0	4	8	1	11
Junior High	61	0	5	8	3	45
High School	367	36	17	50	99	165
Special Class	20	0	0	4	0	16
Trade School	11	0	0	2	0	9
College	4	0	0	3	1	0
Teacher's College	1	0	0	1	0	0
Business College	2	1	0	1	0	0
Evening School	3	2	0	0	0	1
Vocational School	6	0	0	0	0	6
Wayside Inn Boys School	13	3	1	8	1	0
Agricultural School	2	2	0	0	0	0
Nurse's Training School	20	10	0	9	1	0
Others	9	1	0	4	1	3

*Trial placements anticipating discharge.

For the support of children, reimbursement to the amount of $218,544.79 was collected from cities and towns of settlement, compared to $205,894.13 in the previous full fiscal year. Support from relatives was markedly increased with $134,946.21 collected during the year compared to $58,290.51 in the previous full fiscal year.

Infants under Three Years of Age

The unit caring for children under three years of age, made up of a supervisor and four nurses, was under extreme pressure during the year, due to the acute shortage of baby boarding homes. While the unit's case load has dropped from 606 on July 1, 1942 to 458 on July 1, 1943, with a still further drop to 403 on June 30, 1944, the problem in planning for 267 new children, an average of 22 babies each month, taxed the unit's resources to the limit and could not have been handled without the assistance of the home-finding unit, much of the efforts of which were directed toward trying to find infant homes. During the year 322 infants left the care of the unit; 102 returning to court or relatives, 216 transferring to other groups supervising children, and 4 dying. Despite the crying need for infant homes, a beginning was made in modifying the practice of automatically transferring infants at three years to homes under the supervision of visitors to older children. While infants having older brothers and sisters and those placed in homes of different religions had to be moved, and while full advantage was taken of any foster mother's willingness to give up an infant at three to make room for one under three, on an individual basis foster parents who urgently asked to keep a child to whom they had become attached were given consideration.

Mentally Deficient Children

The staff caring for the group of diagnosed mentally deficient children, made up of a supervisor and three workers, entered the year with a case load of 410 children. The difficulties in finding new homes for this group were even greater than with the normal children and the loss of a number of old homes during the year seriously handicapped the unit. Admissions of children from this unit - most of whom are in need of institutional care - to the state schools for the feeble-minded were twice those in the last full fiscal year; 105 compared to 52 - 39 accepted by Walter E. Fernald State School, 38 by Belchertown State School and 28 by Wrentham State School. Other discharges were as follows: transferred to normal group, 1; transferred to Department of Mental Health, 1; entered armed forces, 3; married, 1; of age, 30; discharged to court, 6; discharged to correctional institutions, 8; and died, 14.

Adoptions

During the year the two workers responsible for the work related to the adoption of children in the care of the Division carried through 72 children to legal adoption compared to 68 in the previous full fiscal year. Of these, 44 were girls and 28 boys. Fifty-nine (59) had been received as dependent children and thirteen (13) as neglected. Fifty-eight (58) were illegitimate, ten (10) legitimate and four (4) foundlings. Eighteen (18) of these children were originally placed for adoption in homes approved for adoption; fifty-two (52) adoptions grew out of boarding home placements and two (2) involved children placed with relatives. These children were of a wide range of ages, half of them being seven years of age and over.

Ages of Children	Under 1 year	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	Total
Number Adopted	0	3	5	7	10	8	5	4	0	4	3	2	3	3	2	4	5	3	1	72

During the year 172 children were referred to this unit for consideration for adoption. Study of these cases included the reading of the case record, visiting the child in his present home, securing additional family history, ascertaining the wishes of the natural parents as regards adoption and, when warranted, arranging complete mental and physical examinations. Of the number of children referred for consideration 79 were accepted; 67 were rejected because the child was not found to be adoptable, at least at the time of study; 11 were withdrawn when the foster parents decided against adoption; and 15 were still in process of study. The year closed with 62 children in homes waiting the completion of the observation period of a year required before legal adoption takes place.

Applications from people wishing children for adoption were numerous - 158 compared to 75 during the previous full fiscal year - and it was not possible to give many of these applicants much encouragement regarding the prospect of their receiving children from the Division.

Children Discharged from Care

While the actual number of children discharged during the year was smaller than in the previous full fiscal year - 1,515 compared to 1,699 in the year ending November 30, 1942* - these discharges represented 18% of the number of children in care during the year, the same percentage as found in the last full fiscal year. Of the children discharged 394 or 26% were discharged to parents or relatives. Special effort was focused on the group of neglected children where there were potentialities for the return of children to homes of relatives, not only because of the urgent need to use for other children available space in foster homes but also because the best interests of the children would be served if they could re-establish themselves with relatives able to give them good care. At the same time it was recognized that the decision to return a child to a home from which he had been removed by court authority because of having been neglected is an extremely serious one - one that should be made only after careful investigation and consideration. Examination of practice in this area was made during the year, resulting in a formalization of what is expected in terms of activity by the worker making the investigation of the relative's home and content of recording of this activity; also, providing for supervisory approval of the investigation and for case conferences when there is a difference of opinion among workers interested in the case as to the validity of the plan for the child's or children's return. While the regular visitors continued to make investigations of relatives' homes for the return of neglected children insofar as their time permitted, the two workers especially assigned to this type of work devoted full time to such investigations and supervision of those children returned to relatives' homes for a period pending their official discharge. They investigated the homes of 184 parents and relatives. Of these investigations 68 were disapproved, 7 withdrawn, 21 pending and 88 approved, resulting in the return of 161 children to their own homes. Ninety-five (95) children under supervision by these workers in parents' and relatives' homes were discharged from care and the year ended with 196 children remaining under supervision with parents and relatives.

ENGLISH GUEST CHILDREN

It seems timely to make a summary report on English guest children, our responsibility in connection with them having been mentioned in previous reports. Early in the summer of 1940 when plans were being made for the evacuation of children from England, this Department became involved due to the bonding law, General Laws, Chapter 119, Section 30-A, which covers the admission of children from outside this Commonwealth into homes of Massachusetts people other than relatives. There were two groups of English children - those who came to Massachusetts under Consular Affidavit and were arranged for privately, and those who were received through the United States Committee for the Care of European Children, Inc., New York City (Greater Boston Branch, 41 Mt. Vernon Street, Boston).

*For comparative purposes the seven months period (December 1, 1942 to June 30, 1943) is not used.

Under date of September 19, 1940, a letter was sent by the Commissioner of Public Welfare to the United States Committee for the Care of European Children, Inc., granting a permit for the bringing into the Commonwealth of a total of 200 children under the blanket application submitted; and later arrangements were made for a total of 246 children covered by a blanket bond. Still later the Federal Children's Bureau took over the administration of the United States Committee for the Care of European Children, Inc. Eventually, through the Commissioner, the placement of children who came in this group was delegated to designated agencies. It was also agreed that this Department would accept from these agencies a copy of one of the supervisory reports sent annually to the United States Committee on all children who were under the care of the respective agencies, thus avoiding duplication through an annual home visit being made by one of the Department's workers. (In one or two instances a worker from this Department has been called in conference to discuss plans for a child under the supervision of a private agency.) In May 1942, the Commissioner also received a bond to cover eighteen (18) children who were supervised by one of the approved private agencies, but whose names were not included on the United States Committee bond. Two of these children have now left Massachusetts. This same agency has had a few additional children placed in its charge, for whom permits have been received. At the present writing between 95 and 100 children covered by the United States Committee bond have left Massachusetts.

The children who came under Consular Affadivit were children whose reception into this Commonwealth was arranged for by friends of their families. Many of these people did not understand why the State should have anything to do with their guest children, but when the reason was explained to them, were glad to file an individual bond and permit; some expressed satisfaction that such a law existed and the worker was cordially received in their homes. The children arranged for by the United States Committee numbered a little over 100 children and about 70 have newleft Massachusetts. Most of these children will return to their homes with a real feeling of loyalty toward their American friends. Through the American Committee for Christian Refugees, Inc., Cambridge Branch, assistance in a few cases has been given from the Maxwell Fund to several of these children. Also the United States Committee for the Care of European Children, Inc., in two or three cases - because of unusual circumstances - has taken over the supervision of children who originally came through individual placement.

INVESTIGATION OF INDEPENDENT ADOPTIONS
FOR THE COURTS

Statistics for the period July 1, 1943 to June 30, 1944.

Cases pending July 1, 1943		377	
New petitions referred by Courts July 1, 1943 to June 30, 1944		1598	
			1975
Cases closed July 1, 1943 to June 30, 1944		1410	
Investigated and reported to Courts	1371		
Not investigated (withdrawn or otherwise eliminated)	39		
Cases pending June 30, 1944		565	
Total			1975
Reports to Courts on completed investigations covered adoption petitions for:			
Legitimate children			
By relatives	449		
By persons other than relatives	85	534	
Illegitimate children			
By maternal relatives	445*		
By alleged relatives	25		
By persons other than relatives	364	834	
Foundlings		3	
Total			1371

Of these petitions investigated, 5 were to be withdrawn and 59 were definitely disapproved in reports to the court; 29 were approved with reservations, and a further trial period was advised in 18 cases. In two cases the only adopting party was the child's natural mother.

1405 notices from the courts were received by the Department during the year showing disposition of cases by the courts:

Approved and allowed	1287
Approved and dismissed	7
Disapproved and dismissed	12
Disapproved and allowed	35
Approved with reservations and allowed	17
Further trial period advised and allowed	5
Allowed after further trial period as advised	6
Allowed without report from Department	34
Decrees reversed and adoptions dismissed	2
	1405

All that was said in the last full year's report in connection with this work still applies and conditions have become progressively worse, as can be seen from a pomparison of the figures. Every effort must be made to secure additional personnel from the next Legislature.

*Of these, 304 petitions were by the mother and her husband.

LICENSING OF INFANT BOARDING HOMES

The present national emergency doubtless had a direct effect upon licensed boarding homes for children. Mothers, anxious to do their part, sought foster homes for their children. At the same time many foster mothers just as eager to participate in defense work, decided to discontinue to board children. The result was that the demand for foster homes came dangerously near to exceeding the supply. Fortunately, some women opened their homes for the first time to these children. During the fiscal year July 1, 1942 to July 1, 1943, 290 independent foster homes had been licensed. One hundred seven (107) of these failed to renew their licenses during the past fiscal year. One hundred sixty (160) new homes were licensed, a net increase of 53 homes. Of the 231 public and private agency homes licensed in the year 1942 to 1943, 101 did not renew their licenses. The agencies added only 24 new homes to their list, suffering a net loss of 77 homes. Because of this decrease the agencies have had difficulty in fulfilling the demands made upon them. As a result, the licensing unit has felt obliged to help, with information and advice, many parents who were unsuccessful in finding foster homes for their children.

Unfortunately, some mothers desiring to be free from responsibility, or attracted by the large salaries offered in defense work, have not been too careful in selecting foster homes for their children. One such mother knowingly placed her children in a home with an insane foster father. Another, also well-informed, placed her child with a foster mother whose carelessness had been directly responsible for the death of a child in her care. Because of such conditions, the duty of the state to intervene and protect the lives of these children was recognized in the extending of the law in 1941 to cover children between two and fourteen years of age.

This past year, the licensing unit refused 39 applications for licenses. Twenty-one (21) of these were not approved by the local boards of health; the other 17 were refused because of emotional instability, immorality, or poor social backgrounds of the foster families. Ninety-eight (98) applicants were allowed to withdraw their applications. Most of these homes did not meet our minimum requirements.

During the course of the year, one child was removed under the provisions of Chapter 119, Section 29 for neglect or abuse. This child was living with foster parents well-known to the Society for the Prevention of Cruelty to Children for the neglect of their own children and for their immorality; furthermore, the child's scalp and neck had become so infected from pediculosis that hospitalization was required.

Minor violations of the law appear from time to time. Some of these are due to ignorance of the law while others are due to carelessness. Our policy has been to explain the law, and, when necessary, to warn the foster mothers of the possibility of court action. Three (3) foster mothers, heedless of warnings, continued to violate the law. In each case, the children in the home suffered by the violation; in each case, the foster mother was motivated solely by financial gain in boarding children. The

homes were overcrowded and the children consequently neglected. One foster mother had sixteen boarded children in her home. These foster mothers were morally or emotionally unfit to care for children, and the courts found all three defendants guilty.

Of the 4,396 homes on file, a little more than half (2,478) have been visited.* One thousand eighty-nine (1,089) homes have not boarded any child during the year. These homes have been removed to the inactive files. The five field workers have investigated every complaint as well as every application for a license, and as many other boarding homes as they could visit. There are doubtless many homes that should be licensed that have not come to our attention. Five field workers cannot accomplish all the work necessary to protect children in independent foster homes throughout the state.

The statistics for the year follow:

Children listed			4,579
Placed by agencies	1,382		
Placed privately	3,197		
Adopted		255	
Died		8	
Became fourteen (privately placed)**		11	
Became two (agency placed)**		217	
Homes listed			4,396
Agency	1,662		
Private	2,734		
Applications for license received			694
Licenses granted		497	
Private licenses	343		
Agency licenses	154		
Applications withdrawn		98	
Applications refused		38	
Applications pending		61	
Licenses revoked			2
Child removed under General Laws, Chapter 119, Section 28			1
Court complaints (3 defendants)			7

*The law requires reporting of a single boarded child but licensing only when two or more are boarded in the same home.

**Thus passed beyond the scope of the licensing law.

Licenses Not Renewed 1943-1944

Private

During the fiscal year 1942-1943, 290 private licenses were granted. Of these 107 were not renewed during the fiscal year 1943-1944 for the following reasons:

24	Women Working
16	Boarding one child only
12	Women in poor health
6	Ceased to need license(became agency boarding homes)
5	Not boarding at present
5	Application pending
4	Boarding parent and child (not covered by the law)
4	Not allowed to renew application
3	Women over age limit
3	Women giving up housekeeping
3	Conducting day nurseries (not covered by the law)
3	Women found boarding too much work
2	Women not interested because of new babies in own families
2	Boarding adults
2	Moved out of state
2	Disapproved by board of health
2	Moved to smaller quarters
1	Too crowded
1	Had not rooms for two sexes and could not get enough children of either one
1	Became convalescent home
1	Became guardian of boarded children and wanted no others
1	Had difficulty collecting board
1	Adopted the children
1	Children discharged to Division of Child Guardianship
1	Had taken children only as emergency
1	License refused
1	Died
107	

Licenses Not Renewed 1943 - 1944

Public and Private Agencies

During the fiscal year 1942-1943, 231 public and private agency licenses were granted. Of these 101 were not renewed during the fiscal year 1943-1944 for the following reasons:

22	Boarding older children
19	Working
10	Poor health
10	No children at present
5	Babies of own
4	Need rest
4	Over age
3	Moved to smaller quarters
3	Boarding one child only
3	Disapproved by board of health
2	Institutions no longer licensed*
2	Boarding one child privately
2	Two babies too much care
1	Breaking up home
1	Dissatisfaction with agency
1	Grandchild under two in the house
1	Died
1	Interested only in adoption
1	Revoked
1	To follow husband in the United States Army
1	Boarding sister's baby
1	Moved out of state
1	License surrendered - agency may use home later
1	No longer used
1	Wanted too many children
101	

*Some had been previously but not most: Attorney General's office advised that law does not cover charitable institutions

CHILD WELFARE SERVICES

During the year 1943-1944 many children have continued to give warning to the adult world that their needs will not wait for the conclusion of the war - in fact, a national emergency serves but to hasten and multiply the problems which they offer.

The activity, on the part of concerned citizens, surrounding the need of day care for children of working mothers, has, to a great extent, subsided. In many communities the conclusion was reached that no such care was required; in others, there was a serious difference of opinion as to the extent of such need, and, as a result, no constructive program was formulated; while in yet other communities new centers have opened and those previously developed have, with rare exceptions, continued in a satisfactory manner. The executive secretary of the Massachusetts Day Care Committee, whose salary was paid from Child Welfare Services funds, resigned on December 31, 1943.

The consultant in evacuation of children, whose salary was also paid from Child Welfare Services funds, was transferred to another position within the Division of Child Guardianship early in 1944, since the situation abroad made us hopeful that there would be no necessity to remove civilians to areas of safety. During her months of service, however, a fairly comprehensive plan was drawn up for the care of children during any type of disaster.

Though the problems of day care and evacuation have grown less acute or have disappeared entirely, juvenile delinquency has come more and more to the fore. Property destruction, assault and battery, and sex offences have increased to a serious degree. Many towns and cities have become fearful of the consequences and have developed better recreational facilities for their children. The Governor's Committee on Youth Guidance was formed, and as a result, groups of concerned citizens in many towns have met to consider, not recreation alone, but various types of approach to their own community situations. The Child Welfare Services consultants have played a part in this program by assisting some such groups to come to grips with their problems.

Child Welfare Services continued until June 1944, to pay the salary of the reception supervisor of the Division of Child Guardianship. It was necessary, however, to cease to give any further financial aid because of the rapid shrinking of the accumulation of funds which had made this assistance possible. Already it had been found necessary to withdraw from the home-finding unit, from the adoption unit, and from the work with neglected children. Fortunately, the Commonwealth found it possible to take over all these responsibilities on an emergency basis.

In local areas there has been increased activity. Two new Child Welfare units have been added - one comprising the towns of Bourne and Falmouth, the other comprising the towns of Hanson and West Bridgewater. The boards of public welfare of the towns of the former unit had become concerned about the difficulties facing their children because of the presence of a large army camp; those of the latter unit, because of the presence of an expanding war industry.

Where Child Welfare Services was active locally previous to July 1943, there has continued to be more and more interest in the program and a greater desire to use it for the benefit of the children of the communities concerned. Southbridge, Sturbridge and Charlton have assumed far more financial responsibility than in the past. The towns of Webster, Dudley, Oxford, Sutton and Douglas, though still not ready to accept a greater financial burden, have revealed a widening interest. While in its early stage the work centered to a great extent in Webster, the largest town of the unit, it is now apparent that at least two of the other towns are beginning to seek a full share of the service. The Barnstable Child Guidance Clinic has thrived beyond all expectations. The Department of Mental Health has continued, even during the severe war-caused shortage of psychiatrists and psychologists, to give the assistance originally guaranteed by the Taunton State Hospital. Parents and teachers have used this organization so eagerly that the waiting list has, at times, reached somewhat unwise proportions.

During each month more than 500 children receive direct casework service within these five local areas - children presenting health, behavior, and personality problems, some in incipient, others in more advanced stages - children who, except in rare instances, would find help through no other social agency. Many others receive indirect assistance through the advisory and referral service of the Child Welfare consultants. We believe that a large number of families approaching the breaking point have been saved by the work of local case workers and consultants alike. Yet, for lack of adequate support, we face contraction rather than the expansion which the state appears so sorely to need; and the children, who have already borne war's heaviest burdens, must pay the price of this inadequacy.

SOCIAL SERVICE FOR CRIPPLED CHILDREN

Physically handicapped children on register July 1, 1943		13,755
Children reported July 1, 1943 - June 30, 1944		
New cases	2070	
Old cases (follow-up investigations)	4659	6,729
		20,484
Removed from register*	666	
Duplicate intake	4659	5,325
Physically handicapped children on register June 30, 1944		15,159

Most of the information on children reported came from the cities and towns reporting in compliance with General Laws, Chapter 71 Section 46A. Many children, however, were referred for consultation service by other public or private agencies or by individuals interested in handicapped children.

Rheumatic fever continued the chief disability, but a marked increase in the number of deafened children reported made deafness the second major cause of handicaps. Other causes followed closely their order of frequency of previous years, namely: infantile paralysis, congenital deformities, defective vision, cerebral palsy, respiratory disorders, epilepsy, osteomyelitis, and fractures. Less frequent but equally important disabilities were scoliosis, bone and joint tuberculosis, arthritis, and paralysis such as progressive muscular dystrophy, myatonia congenita, Friedreich's Ataxia, and paralysis resulting from spinal cord injuries.

Those who present no special medical or social problem, or who are under the active supervision of an appropriate agency, are reviewed only as often as necessary to keep the information on our register reasonably current. However, where the original investigation indicates a need, some children are seen at least once a year.

During the past year 6063 children's cases have been worked on, i.e., the 6729 minus the 666 removed from the register. As in other years, many children were found to be in need of services such as: assistance in obtaining hospitalization or appropriate institutional care; assistance in adjustment back into school; help in obtaining suitable special training; or referral to local private or public agencies for family service. With the increase in the number of deaf children reported, we were called upon to assist an unusual number in obtaining further medical care, lip-reading instruction, hearing aids, or admission to schools for the deaf.

*Handicapped children are continued on the register until their disability is corrected, they pass their twenty-first birthday, die, or move out of the state

The continued interchange of services with the Departments of Public Health and Education, and the splendid cooperation of the many public and private organizations in the Commonwealth interested in handicapped children, greatly facilitated the work of obtaining the services needed for these children.

Of these 6063 children, there were under active medical care as follows: 5038

privately	1746	
in clinics	2777	
in hospitals, convalescent homes or other institutions	515	
and not under active medical care		1025

788 being seen infrequently by doctors or in clinics and the remainder having completed treatment or refused further medical care.

Total	6063

Analyzing the same group with reference to their schooling, we found

physically unable to attend regular schools	2294

Of these there were:

in special schools or classes	433
approved for home instruction	1432
and not recommended for home instruction	429

because they were too ill, mentally unable to profit by further instruction, beyond school age and not interested in further education, or referred for institutional care or some more appropriate plan of education and medical care.

The remaining group, totaling	3769

included those who had finished high school or

left school at 16	535
" of pre-school age	179
" able to attend regular public school classes (278 of them receiving supplementary instruction in lip-reading or speech training)	3055
Total	6063

During the past year the Department has considered and has discussed informally with the Department of Public Health the questions of duplication between this unit and the Department of Public Health's medical social workers, and the validity of this unit's place in the Department of Public Welfare versus the Department of Public Health or Department of Education - with both of which it works closely while being unrelated to any other unit in the Division of Child Guardianship. These discussions should be carried further in the coming year with a view to deciding upon asking for legislation to effect a transfer of the unit to one of the other Departments.

TUITION of CHILDREN under the CARE and CONTROL of the DEPARTMENT

Under the operation of General Laws, chapter 76, sections 7 to 10 inclusive, as appearing in the Tercentenary Edition, governing reimbursements by the Commonwealth for tuition and transportation of state wards in public schools, bills received from 260 cities and towns for the tuition and transportation of 4,884 children amounting to $313,483.97 - viz., tuition $284,393.53, transportation $29,090.44 - were audited by the department and paid by the Treasurer of the Commonwealth during the year ending June, 1944. The location of the children was as follows:

Abington, 12
Acton, 24
Acushnet, 8
Adams, 7
Agawam, 11
Amesbury, 4
Amherst, 35
Arlington, 34
Ashby, 5
Ashfield, 14
Ashland, 14
Athol, 14
Attleboro, 14
Avon, 2
Barnstable, 8
Becket, 10
Bedford, 6
Belchertown, 43
Bellingham, 31
Belmont, 7
Berkley, 13
Berlin, 19
Bernardston, 6
Beverly, 9
Billerica, 45
Blandford, 4
Bolton, 11
Boston, 342
Bourne, 1
Braintree, 13
Bridgewater, 19
Brimfield, 25
Brockton, 55
Brookfield, 4
Brookline, 1
Buckland, 11
Burlington, 15
Cambridge, 53
Canton, 20
Carver, 7
Charlton, 6
Chelmsford, 23
Chelsea, 4
Cheshire, 25
Chester, 23
Chicopee, 16
Clarksburg, 5
Clinton, 46
Colrain, 8
Concord, 5
Conway, 25
Dalton, 2
Danvers, 8
Dartmouth, 12
Dedham, 35
Deerfield, 7
Dennis, 4
Dover, 1
Dracut, 22
Dudley, 1
Duxbury, 6
E. Bridgewater, 10
E. Brookfield, 5
E. Longmeadow, 4
Easthampton, 5
Easton, 30
Erving, 18
Everett, 40
Fairhaven, 12
Fall River, 9
Falmouth, 3
Fitchburg, 4
Foxborough, 46
Framingham, 62
Franklin, 43
Freetown, 12
Gardner, 3
Georgetown, 10
Gill, 3
Grafton, 21
Granby, 19
Granville, 1
Gt. Barrington, 1
Greenfield, 16
Groton, 10
Groveland, 4
Hadley, 26
Halifax, 10
Hampden, 9
Hanover, 8
Hanson, 30
Hardwick, 15
Harvard, 16
Harwich, 6
Hatfield, 1
Haverhill, 49
Hawley, 12
Heath, 11
Hingham, 15
Hinsdale, 11
Holbrook, 6
Holden, 1
Holliston, 22
Holyoke, 37
Hopkinton, 12
Hudson, 34
Huntington, 10
Ipswich, 1
Kingston, 5
Lakeville, 5
Lancaster, 6
Lawrence, 7
Leicester, 9
Leominster, 32
Lexington, 35
Leyden, 1
Lincoln, 1
Lowell, 124
Ludlow, 6
Lynn, 30
Malden, 41
Mansfield, 11
Marblehead, 4
Marion, 15
Marlborough, 77
Marshfield, 7
Mattapoisett, 9
Maynard, 2
Medfield, 5
Medford, 68
Medway, 48
Melrose, 28
Mendon, 7
Merrimac, 12
Methuen, 10
Middleborough, 16
Middleton, 2
Milford, 39
Millbury, 20
Millis, 17
Milton, 10
Monson, 30
Montague, 17
Natick, 52
Needham, 2
New Bedford, 45
New Braintree, 1
New Salem, 7
Newburyport, 6
Newton, 66
Norfolk, 1
North Andover, 1
North Attleborough, 2
No. Brookfield, 12
Northampton, 12
Northborough, 11
Northbridge, 15
Northfield, 7
Norton, 4
Norwell, 10
Norwood, 32
Oakham, 1
Orange, 8
Oxford, 35
Palmer, 65
Peabody, 5
Pelham, 15
Pembroke, 17
Pepperell, 4
Petersham, 10
Phillipston, 1
Pittsfield, 15
Plainfield, 13
Plainville, 2
Plymouth, 13
Plympton, 1

Provincetown, 1
Quincy, 28
Randolph, 41
Raynham, 23
Reading, 3
Rehoboth, 5
Revere, 25
Rochester, 16
Rockland, 13
Russell, 3
Rutland, 10
Salem, 7
Salisbury, 6
Sandisfield, 2
Sandwich, 6
Saugus, 36
Savoy, 7
Scituate, 1
Sharon, 21
Sheffield, 4
Shelburne, 18
Sherborn, 2
Shrewsbury, 18
Somerset, 7
Somerville, 78
South Hadley, 5
Southampton, 7
Southborough, 26
Southbridge, 14
Southwick, 13
Spencer, 11
Springfield, 32
Sterling, 16
Stoneham, 15
Stoughton, 60
Stow, 7
Sturbridge, 24
Sudbury, 8
Sutton, 4
Swampscott, 2
Swansea, 15
Taunton, 36
Templeton, 16
Tewksbury, 15
Townsend, 8
Tyngsborough, 8
Upton, 6
Uxbridge, 12
Wakefield, 35
Wales, 8
Walpole, 13
Waltham, 18
Ware, 59
Wareham, 26
Warren, 14
Watertown, 16
Wayland, 12
Wellesley, 20
Wendell, 5
West Boylston, 9
W. Bridgewater, 8
W. Brookfield, 20
West Newbury, 9
W. Springfield, 13
Westborough, 14
Westfield, 75
Westford, 21
Westminster, 13
Weston, 4
Westport, 8
Westwood, 4
Weymouth, 36
Whitman, 7
Wilbraham, 3
Williamsburg, 10
Williamstown, 17
Wilmington, 42
Winchendon, 12
Winchester, 26
Winthrop, 9
Woburn, 267
Worcester, 42
Wrentham, 4
Yarmouth, 4

STATE BOARD OF HOUSING

PHILIP NICHOLS, CHAIRMAN

(See Annual Report of the State Board of Housing)

DIVISION OF JUVENILE TRAINING

HONORABLE JOHN F. PERKINS, DIRECTOR

Walter C. Bell, Executive Secretary
(41 Mt. Vernon Street, Boston)

(See Annual Report of the Massachusetts Training Schools)

INSTITUTIONS UNDER THE DEPARTMENT

The following brief statements relate to the general supervision of each of the five institutions under the department. These reports are followed by comparative and more detailed consideration of the financial administration of the institutions. Further details about the work of the various institutions may be found in the institution reports which are published seperately.

THE TEWKSBURY STATE HOSPITAL AND INFIRMARY, TEWKSBURY

C. WINTHROP HOUGHTON, M.D., SUPERINTENDENT

Provides infirmary care for needy persons not chargeable for support to any city or town. Insane persons and those with contagious diseases are not admitted.

(See Annual Report of the Trustees of the Tewksbury State Hospital and Infirmary)

INFIRMARY DEPARTMENT AT THE STATE FARM, BRIDGEWATER

(Under the Department of Correction)

JAMES A. WARREN, SUPERINTENDENT

Provides infirmary care for indigent persons (male) not chargeable to any city or town.

(See Annual Report of the State Farm)

MASSACHUSETTS HOSPITAL SCHOOL, CANTON

JOHN E. FISH, M. D., SUPERINTENDENT

Provides care and schooling for the crippled and deformed children of the Commonwealth; a school with hospital facilities.

(See Annual Report of the Trustees of the Massachusetts Hospital School)

LYMAN SCHOOL FOR BOYS, WESTBOROUGH

CHARLES A. DUBOIS, SUPERINTENDENT

Provides custodial care and industrial training for delinquent boys under fifteen years of age; cottage plan.

(See Annual Report of the Trustees of the Massachusetts Training Schools)

INDUSTRIAL SCHOOL FOR BOYS, SHIRLEY

ROBERT T. GREY, SUPERINTENDENT

Provides custodial care and industrial training for boys over fifteen and under twenty-one years of age; only boys under eighteen may be admitted.

(See Annual Report of the Trustees of the Massachusetts Training Schools)

INDUSTRIAL SCHOOL FOR GIRLS, LANCASTER

MISS V. MARION ROLLINS, SUPERINTENDENT

Provides custodial care and industrial training for delinquent girls under seventeen years of age at time of commitment.

(See Annual Report of the Trustees of the Massachusetts Training Schools)

SUPERVISION OF INSTITUTIONS

In the matter of financial supervision, the Department examines and analyzes institution expenditures, keeping constantly in mind the function of the institution and the relation of its business to the care, education, and welfare of the inmates. The following tables are designed to show in detail the financial condition of each institution.

TABLE I. PART I. - Capacities and Population of the five Institutions for the Fiscal Year ending June 30, 1944.

INSTITUTIONS	Normal Capacity	Largest Number	Smallest Number	Daily Average Number Present During the Year 1944	1943	1942
Industrial School for Boys.	334	272	212	245	260	260
Industrial School for Girls.	270	326	292	307	293	274
Lyman School for Boys	400	370	298	338	355	344
Massachusetts Hospital School 1	256	207	117	179	208	227
Tewksbury State Hospital and Infirmary.	3465	2144	1981	2094	2279	2231
Totals	4725	3319	2900	3163	3395	3536

TABLE I. PART II. - Inventory of the Five Institutions

REAL AND PERSONAL ESTATE

INSTITUTIONS	Land Acres	Land Value	Buildings	Personal Property	Total Value
Industrial School for Boys.	592.29	$32,623.50	$655,689.95	$143,397.06	$831,710.51
Industrial School for Girls	368.80	20,775.00	480,243.27	119,674.41	620,692.68
Lyman School for Boys	579.15	57,525.57	901,092.30	168,135.00	1,126,752.87
Massachusetts Hospital School 1	155.72	43,176.25	754,028.58	145,000.00	942,205.13
Tewksbury State Hospital and Infirmary .	915.00	84,579.94	3,402,643.01	436,431.91	3,923,654.85
Totals	2921.94	$235,680.26	$5,193,697.41	$1,012,638.38	$7,444,916.05

TABLE II. - Receipts of the Five Institutions during the Fiscal Year ending June 30, 1944.

INSTITUTIONS	FROM THE INSTITUTIONS						FROM THE TREASURY				
	Board and Care of Patients	Personal Services	Sales	Rents	Other Receipts	Total	On Account of Maintenance	For Special Purposes	For Trust Funds	Total	Total Receipts
Industrial School for Boys	--	--	$757.99	--	$1006.27	$1764.26	$211,776.93	$6316.44	--	$218,095.37	$219,859.63
Industrial School for Girls.	--	--	659.54	--	231.99	891.53	178,989.01	--	$489.05	179,478.06	180,369.59
Lyman School for Boys	--	--	1420.64	--	203.39	1624.03	343,462.08	5960.61	962.75	354,425.34	355,049.37
Massachusetts Hospital School	$57006.13	--	610.76	$ 148.00	146.62	57911.51	244,560.27	26398.69	--	270,958.96	328,870.47
Tewksbury State Hospital and Infirmary	168275.15	--	2936.88	1602.11	864.47	173678.61	1,250,326.15	61779.14	--	1,312,105.29	1,485,783.90
Totals	$225281.28	--	$6385.81	$1750.11	$2452.74	$235869.94	$2,229,116.44	$103474.78	$1471.80	$2,334,063.02	$2,569,932.96

TABLE III. - Part I. - Expenditures of the Five Institutions for the Fiscal Year ending June 30, 1944.

MAINTENANCE

INSTITUTIONS	Personal Services	Religious Instruction	Travel, Transportation & Office Expenses	Food	Clothing and Materials	Furnishings and Household Supplies	Medical and General Care	Heat and Other Plant Operation	Farm	Garage and Grounds	Repairs, Ordinary	Repairs and Renewals	TOTALS
Industrial School for Boys.	$123,472.56	$2000.00	$1745.66	$16,429.07	$9349.20	$4851.20	$3932.38	$21,650.99	$19910.53	$2774.31	$3771.62	$1193.01	$211,776.93
Industrial School for Girls	100,696.36	1664.60	1935.05	17,121.94	9427.76	7388.03	3311.90	19,987.13	11349.87	964.32	2514.46	2629.39	178,989.01
Lyman School for Boys	167,728.92	1903.75	5096.02	30,819.65	15890.98	7163.33	5314.66	49,886.81	31030.80	2112.04	6606.12	2210.00	343,462.08
Massachusetts Hospital School	163,050.87	1180.00	2246.78	20,515.32	5276.73	4751.27	5539.39	21,736.52	15763.34	661.47	5452.40	358.16	244,560.27
Tewksbury State Hospital and Infirmary	691,616.17	3376.01	5512.34	226,855.43	43144.04	31442.57	48687.50	130,293.68	52619.85	3325.63	17866.07	5357.61	1,250,326.15
Totals	$1,246,565.88	$10134.56	$14534.05	$313,469.46	$80088.71	$55,394.40	$66685.83	$233,554.13	$130874.39	$9857.77	$36210.87	$11748.39	$2,229,116.44

TABLE III. - PART II. - Expenditures of the Five Institutions for the Fiscal Year ending June 30, 1944. - continued

FOR SPECIAL PURPOSES

INSTITUTIONS	Land	Buildings	Furnishings and Equipping	Miscellaneous	Total
Industrial School for Boys.....	--	$6173.36	--	$143.08	$6316.44
Industrial School for Girls.....	--	--	--	--	--
Lyman School for Boys.....	--	--	$8980.51	--	8980.51
Massachusetts Hospital School.....	--	2334.79	24063.90	--	26398.69
Tewksbury State Hospital and Infirmary	--	--	61779.14	--	61779.14
Totals.....	--	$8508.15	$94823.55	$143.08	$103474.78

TABLE III. PART III. - Summary of Expenditures for the Fiscal Year ending June 30, 1944 - concluded

INSTITUTIONS	Maintenance	Special Purposes	Trust Funds	Total
Industrial School for Boys.....	$211,778.93	$6316.44	--	$218,095.37
Industrial School for Girls.....	178,989.01	--	$489.05	179,478.06
Lyman School for Boys.....	343,462.08	8980.51	982.75	353,425.34
Massachusetts Hospital School.....	244,560.27	26398.69	--	270,958.96
Tewksbury State Hospital and Infirmary..	1250,326.15	61779.14	--	1,312,105.29
Totals.....	$2229,116.44	$103474.78	$1471.80	$2,334,063.02

TABLE IV. Expenditure and Net Weekly Per Capita Cost of the Five Institutions for the Fiscal Year ending June 30, 1944.

INSTITUTIONS	Expenditures	WEEKLY PER CAPITA 1944	WEEKLY PER CAPITA Average for The Three Years 1941,1942 and 1943	Total Receipts from Refunds or Sales	Net Cost to the Institution	NET WEEKLY PER CAPITA 1944	NET WEEKLY PER CAPITA Average for the three years, 1941, 1942, 1943.
Industrial School for Boys	$211,778.95	$16.53	$18.99	$1223.16	$210,553.77	$16.44	$15.72
Industrial School for Girls.	176,989.01	11.13	12.16	857.06	176,131.95	11.08	12.11
Lyman School for Boys	343,462.08	19.43	17.93	1606.71	341,855.37	19.34	17.83
Massachusetts Hospital School.	244,560.27	26.10	20.76	678.16	243,882.09	26.00	20.69
Tewksbury State Hospital and Infirmary .	1250,326.15	11.42	11.04	5263.86	1,245,062.29	11.37	10.99
Totals.	$2,229,116.44	—	—	$9830.97	$2,219,285.47	—	—

TABLE V. - Payroll of the Five Institutions, showing total number employed for the Fiscal Year ending June 30, 1944.

INSTITUTIONS	AVERAGE NUMBER EMPLOYED 1944	AVERAGE NUMBER EMPLOYED 1943	AVERAGE NUMBER EMPLOYED For the Three Years 1941,1942 and 1943	AVERAGE MONTHLY COMPENSATION 1944	AVERAGE MONTHLY COMPENSATION 1943	AVERAGE MONTHLY COMPENSATION For the Three Years 1941,1942 and 1943	WEEKLY PER CAPITA COST 1944	WEEKLY PER CAPITA COST 1943	WEEKLY PER CAPITA COST For the Three Years 1941,1942 and 1943	NUMBER OF INMATES TO ONE EMPLOYEE 1944	NUMBER OF INMATES TO ONE EMPLOYEE 1943	NUMBER OF INMATES TO ONE EMPLOYEE For the Three Years 1941, 1942 and 1943
Industrial School for Boys	82.00	86.00	94.33	$125.48	$101.49	$67.72	$9.64	$9.04	$8.70	2.9	3.0	2.7
Industrial School for Girls.	62.30	68.10	84.57	101.96	83.48	63.16	6.26	8.76	6.41	3.7	3.3	3.1
Lyman School for Boys	122.86	122.16	133.02	127.64	110.98	103.37	10.62	10.28	9.77	2.7	2.9	2.5
Massachusetts Hospital School.	111.16	116.66	128.50	122.23	106.14	98.12	17.80	16.01	13.55	1.6	1.7	1.7
Tewksbury State Hospital and Infirmary .	512.66	545.77	610.10	112.42	98.17	83.23	6.31	6.14	5.64	4.0	4.1	3.7
Totals.	910.68	958.68	1047.52	$589.73	$497.26	$465.62						

THE COUNTY TRAINING SCHOOLS

Under the provisions of General Laws, Chapter 77, Section 2, the four county training schools for truants and habitual school offenders are subject to the visitation of this Department, which is requir to report thereon in its annual report.

The names of the schools and the Superintendents are as follo

Essex County Training School, Lawrence, James M. Tetler
Hampden County Training School, Springfield (Feeding Hills)
Thomas F. Sullivan
Middlesex County Training School, North Chelmsford
J. Earle Wotten
Worcester County Training School, Oakdale (West Boylston)
William E. Teachout

ESSEX COUNTY TRAINING SCHOOL

Lawrence, Mass.

Jan. 1, 1943	Boys attending school	No. 44
Jan. 1, 1944	Boys attending school	No. 49
	Discharged during 1943	No. 25
	Admitted during 1943	No. 20
	Full capacity	No. 71

Budget appropriation for 1943 - $47,000.
Net expenditures for 1943 - 50,583.
Budget appropriation for 1944 - 53,300.

HAMPDEN COUNTY TRAINING SCHOOL

Feeding Hills, Mass.

Agawam, Mass.

Jan. 1, 1943	Boys attending school	No. 29
Jan. 1, 1944	Boys attending school	No. 31
	Discharged during 1943	No. 17
	Paroled	No. 19
	Admissions during 1943	No. 34
	Full capacity	No. 60

Budget appropriation for 1943 - $28,000.
Net expenditures for 1943 - 32,001.
Budget appropriation for 1944 - 31,000.

MIDDLESEX COUNTY TRAINING SCHOOL

No. Chelmsford, Mass.

Jan. 1, 1943	Boys attending school	No. 119
Jan. 1, 1944	Boys attending school	No. 109
	Discharged during 1942	No. 120
	Admitted during 1942	No. 110
	Total capacity	No. 135
	Budget appropriation for 1943 -	$77,000.
	Net expenditures for 1943 -	62,579.
	Budget appropriation for 1944 -	84,000.

NORFOLK COUNTY TRAINING SCHOOL

DEDHAM, MASS.

Jan. 1, 1943	Boys attending school	No.54
Jan. 1, 1944	Boys attending school	No.51
	Discharged during 1943	No. 46
	Admitted during 1943	No. 48
	Full capacity	No. 60
	Budget appropriation for 1943 -	$32,230.
	Net expenditures for 1943 -	34,549.
	Budget appropriation for 1943 -	36,423.

DEPENDENT MINOR CHILDREN WITH GUARDIANS PROVIDED FOR OUTSIDE INFIRMARIES

As required by chapter 121, section 6 of the General Laws, 111 cities and towns reported 1,783 children (974 boys and 809 girls) supported outside of infirmaries on July 1, 1943 and January 1, 1944. These children, with the exception of approximately 12% of the number, were boarded in foster homes at rates varying from $2.50 a week in a few cases to as high as $10. a week in other cases. The rates most commonly in effect were in the range from $3.50 to $5.00 a week. The number of children placed in schools, hospitals, and institutions shows little change from last year.

The cities and towns reporting, and the number of children reported follow:

Adams, 5	Greenfield, 3	Quincy, 2
Agawam, 1	Groveland, 1	Raynham, 1
Andover, 2	Hadley, 1	Reading, 7
Arlington, 6	Hatfield, 1	Rochester, 1
Ashland, 2	Holyoke, 3	Rockland, 1
Athol, 1	Hopkinton, 1	Salem, 20
Attleboro, 3	Lanesboro, 2	Sandisfield, 1
Barnstable, 6	Lawrence, 3	Saugus, 3
Bellingham, 4	Leominster, 14	Somerville, 3
Beverly, 5	Lowell, 13	Southbridge, 2
Billerica, 1	Ludlow, 2	South Hadley, 2
Boston, 1173	Lunenburg, 3	Springfield, 11
Braintree, 2	Lynn, 23	Stoneham, 3
Brockton, 15	Malden, 12	Stoughton, 2
Brookline, 9	Marblehead, 1	Sutton, 2
Cambridge, 10	Marion, 5	Taunton, 14
Carver, 4	Methuen, 3	Townsend, 1
Charlton, 4	Middleborough, 5	Uxbridge, 6
Chelmsford, 3	Middleton, 1	Waltham, 3
Chelsea, 4	Milford, 3	Wareham, 4
Cheshire, 1	Milton, 1	Warren, 2
Chicopee, 2	Monson, 3	Watertown, 3
Clinton, 1	Nantucket, 3	Webster, 5
Conway, 2	Needham, 1	Wellesley, 2
Dalton, 1	New Bedford, 29	Westfield, 5
Danvers, 2	Newbury, 2	Westminster, 4
Dartmouth, 2	Newburyport, 3	Westport, 2
Dedham, 3	Newton, 10	Weymouth, 2
Dracut, 4	Norfolk, 1	Wilbraham, 5
East Longmeadow, 1	North Adams, 1	Williamstown, 1
Everett, 5	Northfield, 1	Winchendon, 7
Fairhaven, 3	North Reading, 1	Winchester, 1
Falmouth, 1	Norton, 1	Worcester, 172
Framingham, 5	Norwood, 1	Yarmouth, 2
Gardner, 12	Palmer, 4	
Gloucester, 4	Pembroke, 1	
Grafton, 1	Pittsfield, 4	Total - 1,783
Great Barrington, 1	Plymouth, 1	

THE PENALTY INCURRED BY CERTAIN CITIES AND TOWNS

FOR FAILURE TO MAKE

THEIR RETURNS OF POOR RELIEF DURING THE MONTH

OF APRIL, 1944

Under sections 32-35 of chapter 117 of the General Laws, the department reported to the Treasurer of the Commonwealth the names of cities and towns which failed to make their returns of poor relief during the month of April, 1944, together with the amount of penalty incurred in each instance as follows: Holbrook, $6.00; Sudbury, $4.00;Tisbury, $9.00.

* * *

	RECEIPTS Appropriations	Cash	
personal services of officers and employees in the office of the Commissioner	$ 68,980.00	-	
services other than personal, traveling expenses, office supplies and expenses in the office of the Commissioner	4,000.00	-	
to Board of Housing - Personal Services	19,333.25	-	
to Board of Housing - Expenses	5,000.00	-	
funds prior years - Administration	-	$ 720.72	
personal services of officers and employees in the Division of Aid and Relief	261,280.00	-	
services other than personal, including traveling expenses and office supplies and equipment in the Division of Aid and Relief	19,000.00	-	
the support of sick, indigent persons who have no legal settlement by cities and towns for the current year and previous years	78,136.78 [1]	929.00	
rial of unsettled indigent persons by cities and towns for the current year and previous years	25,023.00 [1]	110.00	
porary aid and transportation of unsettled persons and shipwrecked seamen by cities and towns for current year & previous years	2,412,220.38 [1]	369.99	2.
to Dependent Children for the current year and previous years	2,966,154.11 [1]	565.17	2.
penses incurred in connection with smallpox and other diseases dangerous to public health for current & previous years	156,096.06 [1]	-	
Age Assistance - for reimbursement of cities and towns for the current year and previous years to be in addition to other State revenues specified by law	20,539,210.50 [2]	-	18.
Age Assistance - personal services	88,037.78	-	
Age Assistance - expenses	12,500.00	-	
the maintenance and expense of the Tewksbury State Hospital and Infirmary	1,316,100.00	-	1.
tewksbury State Hospital and Infirmary - Fuel Conversion Equipment	75,600.00 [1]	-	
tewksbury State Hospital and Infirmary - Turbo-Generation Unit	34,842.42 [1]	-	
personal services of officers and employees in the Division of Child Guardianship	293,185.00	-	
services other than personal, office supplies and equipment in the Division of Child Guardianship	6,000.00	-	
the care and maintenance of children in the care of the Division of Child Guardianship for current year & previous years	1,921,500.00	353,471.07	-1.
ition in the public schools of children boarded by the Division of Child Guardianship for current & previous years	330,000.00	-	
the maintenance of the Massachusetts Hospital School	250,440.00 [1]	-	
assachusetts Hospital School - Cottage for Patients	1,165.21 [1]	-	
assachusetts Hospital School - New boilers	17,166.40 [1]	-	
personal services of the Executive Secretary and employees in the Division of Juvenile Training, office of the Trustees	~~(9,500.00)~~ 16,030.00	-	
services other than personal, travel, and other expenses of the members of the board and employees, office supplies and equipment in the Division of Juvenile Training, office of the Trustees	7,500.00 2,000.00	-	
personal services of agents in the division for boys paroled and boarded in families	53,940.00	-	
services other than personal, including traveling expenses of the agents and boys and necessary office supplies and equipment	18,000.00	-	
board, clothing, medical, and other expenses incidental to the care of boys	20,000.00	-	
personal services of agents in the division for girls paroled from the Industrial School for Girls	35,230.00	-	
traveling expenses of said agents, for the girls paroled, for board, medical, and other care of girls, for services other than personal, and for office equipment and supplies	17,500.00	-	
maintenance of the Industrial School for Boys	217,500.00	-	
dustrial School for Boys - For the purchase of land	3,000.00 [1]	-	
dustrial School for Boys - For the purchase of land	2,000.00 [1]	-	
dustrial School for Boys - Repair of fire damage to Infirmary Building	5,637.00 [1]	-	
maintenance of the Industrial School for Girls	188,850.00	-	
maintenance of the Lyman School for Boys	345,000.00 [1]	-	
man School for Boys - For fuel conversion	9,073.96 [1]	-	
man School for Boys - For the cost of renovation and replacement of fire damage at Bowler Cottage	6,000.00 [1]	-	
ceipts and payments on account of reimbursement for the support of inmates of the Tewksbury State Hospital and Infirmary, State Farm, and Massachusetts Hospital School	-	159,854.58	
ceipts for sale of paper	-	8.76	
ceipts for licenses to maintain infant boarding homes	-	1,690.00	
ceipts for rent of Robbins Farm, Walpole	-	275.00	
TOTALS	~~$31,840,731.55~~ 31,845,231.55	~~$517,954.29~~ 9	
id to Dependent Children, U.S. Grant	$ 2,404,046.03 [3]	40,882.95	
id Age Assistance, U.S. Grant	18,834,997.52 [3]	21,493.74	
hild Welfare Services, U.S. Grant	46,056.57 [3]	-	
Civilian War Assistance	13,386.53	5,768.72	
Civilian Emergency Relief	9,908.80	-	
id to Dependents of Enemy Aliens	2,000.00	404.86	
Services to Children of Working Mothers	759.45	-	
	~~$53,151,886.15~~ 53,159,386.15	~~$524,297.87~~ 548,704.87	

(1) Includes balance from previous appropriations
(2) Paid by State Treasurer from Massachusetts A.S.C. Tax and Racing Commission
(3) Paid by receipts from Federal Government

THE PRINCIPAL FINANCIAL ITEMS OF THIS REPORT ARE IN AGREEMENT WITH THE COMPTROLLER'S BOOKS.

6/12/45 J. D. MacDonald
DATE CHECKED BY

Francis X. Lang
COMPTROLLER

FOR THE FISCAL YEAR ENDING JUNE 30, 1944

	RECEIPTS		EXPENDITURES AND REMITTANCES			
	Appropriations	Cash	From Appropriations	Paid to State Institutions	Paid to State Treasurer	Balances June 30, 1944
.....	$ 68,980.00	-	$68,051.59	-	-	$ 928.41
...tioner	4,000.00	-	3,987.96	-	-	12.04
.....	19,333.25	-	19,333.25	-	-	-
.....	5,000.00	-	4,776.70	-	-	~~223.30~~
.....	-	$ 720.72	4,775.99	-	720.72	224.21
.....	261,280.00	-	260,300.52	-	-	979.48
...m of	19,000.00	-	18,998.23	-	-	1.77
...and	78,136.78[1]	929.00	78,135.77	-	929.00	1.01
.....	25,023.00[1]	110.00	24,120.20	-	110.00	902.80
...ar &	2,412,220.38	369.99	2,286,070.20	-	369.99	126,150.18
.....	2,966,154.11[1]	565.17	2,946,951.12	-	565.17	19,202.99
...ous	156,096.06[1]	-	135,922.45	-	-	20,173.61
.....	20,539,210.50[2]	-	18,765,217.79	-	-	1,773,992.71
.....	88,037.78	-	88,037.78	-	-	-
.....	12,500.00	-	9,801.70	-	-	2,698.30
.....	1,316,108.00	-	1,250,326.15	-	-	65,773.85
.....	75,600.00[1]	-	61,146.56	-	-	14,453.44
.....	34,842.42	-	-	-	-	34,842.42
.....	293,185.00[1]	-	290,965.65	-	-	2,219.35
.....	6,000.00	-	4,430.63	-	-	1,569.37
.....	1,921,500.00	353,471.07	-1,921,500.00	-	353,471.07	-
...years	330,000.00	-	313,483.97	-	-	16,516.03
.....	250,440.00[1]	-	244,560.27	-	-	5,879.73
.....	1,165.21[1]	-	-	-	-	1,165.21
.....	17,166.40	-	16,230.30	-	-	936.10
...the	~~(9,560.00)~~		~~(4,075.29)~~			~~(5,484.71)~~
.....	16,030.00	-	15,017.18	-	-	1,012.82
	7,500.00		4,075.29			3,424.71
.....	2,000.00	-	1,554.29	-	-	445.71
.....	53,940.00	-	52,921.84	-	-	1,018.16
...lies						
.....	18,000.00	-	14,908.86	-	-	3,091.14
.....	20,000.00	-	17,420.47	-	-	2,579.53
.....	35,230.00		34,489.35	-	-	740.65
...ser-						
.....	17,500.00	-	14,400.33	-	-	3,099.67
.....	217,500.00	-	211,778.93	-	-	5,721.07
.....	3,000.00[1]	-	-	-	-	3,000.00
.....	2,000.00[1]	-	-	-	-	2,000.00
.....	5,637.00[1]	-	3,810.36	-	-	1,826.64
.....	188,850.00	-	178,989.01	-	-	9,860.99
.....	345,000.00	-	343,462.08	-	-	1,537.92
.....	9,073.96[1]	-	8,980.51	-	-	93.45
.....	6,000.00[1]	-	-	-	-	6,000.00
...d						
.....	-	159,854.58	-	159,854.58	-	-
.....	-	8.76	-	-	8.76	-
.....	-	1,690.00	-	-	1,690.00	-
.....	-	275.00	-	-	275.00	-
.....	~~$31,849,731.85~~	$517,984.29	~~$29,710,082.64~~	$159,854.58	358,139.71	~~$2,130,649.85~~
	31,348,231.85	9	29,714,156.58			2,134,075.27
		40,882.98		-	40,882.98	607,029.18
		21,693.74	1,797,016.85		21,693.74	1,811,387.75
.....	$ 2,404,046.03[3]		17,023,609.77	-		5,849.10
.....	18,834,997.32	-	40,207.47	-	5,768.72	8,597.78
.....	46,056.57[3]	5,768.72	4,788.75	-	-	9,908.80
.....	13,386.53	-	-	-	404.86	791.84
.....	9,908.80	404.86	1,258.16	-	-	-
.....	2,000.00	-	759.45	-		
.....	759.45					
	~~$53,151,856.75~~	~~$524,097.87~~	~~$48,577,722.49~~	$159,854.58	~~$364,313.29~~	~~$4,574,169.30~~
	53,159,386.75	586,744.59	48,581,797.03		426,890.01	4,577,589.72

** Program discontinued and money returned to Federal Government

...tion

PART II

PRIVATE CHARITABLE CORPORATIONS

Arthur G. Rotch, Commissioner

Supervisors

Miss Florence G. Dickson Miss Alice M. McIntire

Miss Mary C. Robinson

Government supervision of private charitable corporations is provided in three legislative enactments, the first of which requires the Department of Public Welfare to investigate all applications for charitable charters, while the second and third call for annual inspection and annual reporting. In the following pages of this part of the report the functions of the department and the year's work under these several statutes are explained. This statement is followed by a tabulation of some of the essential figures showing the financial condition of the various charities.

Investigation of Charitable Organizations Seeking Incorporation

General Laws (Ter. Ed.) chapter 180, section 6, provides that the department shall investigate, give a public hearing, and report its findings to the Secretary of the Commonwealth, in all cases of charitable organizations which seek a certificate of incorporation. During the year ending June 30, 1944, 30 applications for charters have been referred under the provisions of this statute. The department has completed its investigation, given hearings and reported on 24 applications, including 5 received prior to the beginning of the year.

Action has been taken by the Secretary of the Commonwealth on 29 applications as listed below. Twenty-four (24) of these petitions have been granted and charters issued, while 5 have been refused.

American Beauticians Victory War Relief Assoc., Inc.
Anthony-Hunt-Hamilton Post, No. 221, Inc.
Associated 40 & 8 Club of Greater Springfield
Baltic Evangelical Mission, Inc.
Bethel Help Association, Incorporated
Cambridge Camping Association, Inc.
Cambridge Community Federation
Children's Haven Inc.
Children to Palestine, Inc.
Church of the Covenant Fund, Inc., The
Cohasset Hospital, Incorporated, The
Community Center of Cohasset, Inc., The
Easthampton Community and War Fund, Inc.
Foster Foundation of Leominster, Inc.
Framingham Jewish Philanthropies Inc.
Girl Scout Council of Somerville, Inc.

Goldman Charitable Foundation, Inc.
Haffenreffer Benevolent Corporation
Interscholastic Foundation
Kaplan Family Charity Fund
Leominster Recreation Center, Inc.
Newton Group, Inc., The
Northbridge Nursing Association, Inc.
Pan-Laconian Association
Sheloh Khall's Electric Choir, Inc.
Springfield U. S. O. Community Committee, Inc.
United War Mothers of America Inc.
Villa L'Assomption Inc.
Worcester Fresh Air Fund, Inc.

Supervision of Charitable Corporations

General Laws (Ter. Ed.) chapter 121, section 7, requires the Department of Public Welfare, upon the request or with the consent of a charitable corporation, to make annual inspection or investigation of such corporation.

During the past year supervision of incorporated charities has been continued through visits and conferences by the supervisors. There have been 204 inspections involving many consultations and visits to institutions.

There have been 682 inquiries regarding particular charities and general matters related to the field of private charity.

Number and Classification of Incorporated Charities in Massachusetts

Of the 1,447 charitable corporations which made returns to this department during 1944, 134 are homes for the aged; 141 are hospitals, sanatoria and other institutions for the sick; 147 are nursing societies and other health agencies; 280 are agencies giving family service and relief; 134 are child-serving agencies; 178 are youth agencies; 98 are settlements and neighborhood centres; and 123 are federations, foundations, and community chests. The remaining 212 form a miscellaneous group chiefly civic or eleemosynary in their nature.

Annual Reports of Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12, provides that a charitable corporation incorporated within this Commonwealth must make to this department an annual financial return on or before the first day of November in each year, and further provides that if any corporation fails for two successive years to make the report, the Supreme Court may decree its dissolution. Figures from the financial reports of corporations for the last year are given on the following pages. The abstracts are arranged by towns in alphabetical order under each town.

An analysis of the returns made in 1944 showed the total property, real and personal, of all these charities to be $400,733,129. Subscriptions and donations amounted to $19,669,726. Earnings and refunds, including receipts from beneficiaries, were $49,541,627. Receipts from interest and dividends on investments totaled $9,066,451. Legacies were received to the amount of $6,033,547. Total current receipts were $77,941,548. Total current expenditures were $75,557,897. Total paid for salaries and wages amounted to $28,547,442.

Corporations Dissolved

In 1944, 6 corporations were dissolved by decree of the Supreme Court. The list follows:-

Associate Nursery School, Inc.
Assyrian National Union, Inc.
Bais Hatveloh
Family Welfare Society of Haverhill
"Judeans", Inc.
Worcester War Relief Fund, Inc., The

Registration of Foreign Charitable Corporations

General Laws (Ter. Ed.) chapter 180, section 12A, requires a charitable corporation incorporated elsewhere than in Massachusetts, which engages in charitable work or raises funds within the Commonwealth, to file with the department (1) a true copy of its charter or certificate of incorporation, (2) a true copy of its constitution and by-laws, and (3) an annual report on or before November first. Approximately 90 foreign corporations are complying with the law.

No Endorsement of Private Charitable Organizations

The Department of Public Welfare endorses no private charitable organization or agency. This rule is absolute, regardless of the known standing of any such society. Inspection and publication of the annual return in this volume do not mean approval, on the contrary, [illegible] the discovery of conditions calling for condemnation. No agency is warranted, therefore, in using the fact of inspection in such manner as to lead the public to believe that the department approves or in any sense commends its work.

FOR ABSTRACTS FROM
FINANCIAL REPORTS OF CHARITABLE CORPORATIONS

Call at Office of

Supervisors of Incorporated Charities

* * *

CITY AND TOWN INFIRMARIES

C. Frank McDonald, Supervising Inspector of Infirmaries

EXHIBIT I

Laws Relating to Infirmaries
(General Laws, Chapter 47; Tercentenary Edition)

For the information of Boards of Public Welfare, superintendents of infirmaries and others concerned, certain laws relating to infirmaries are here summarized.

The Department of Public Welfare is required to visit annually all city and town infirmaries, and to include in its annual report a statement of their condition and management, with its suggestions and recommendations relative thereto. (General Laws, Ch. 121, Sect. 7.)

The Superintendent of every infirmary must keep a register, in the form prescribed by the Department of Public Welfare, of the names of the persons received and committed, the cities or towns to which they belong, and the dates of their reception and discharge. (General Laws, Ch. 47, Sect. 8).

Every inmate of an infirmary able to work shall be kept diligently employed in labor. If he is idle and does not perform such reasonable task as is assigned, or if he is stubborn and disorderly, he shall be punished according to the orders and regulations established by the directors. (General Laws, Ch. 117, Sects. 21 and 22. See also opinion of Attorney-General given to State Board of Charity, Nov. 21, 1904)

The only children who can be lawfully supported in a city or town infirmary for a period of more than two months are: (1) those who are so defective in body or mind as to make their retention in an infirmary desirable; (2) those who are under two years of age; and (3) those who are under three years of age, with mothers who are infirmary inmates and suitable persons to aid in taking care of them. In cases of failure of boards of public welfare to remove children illegally in infirmaries, the department of public welfare is required to remove them and provide for them otherwise, at the expense of the city or town concerned. (General Laws, Ch. 117, Sects. 36-38).

Provision is made that tramps and vagrants, if physically able, shall perform labor of some kind, and shall be lodged under conditions prescribed by the State Department of Public Health. (General Laws, Ch. 117, Sect. 20.)

The Department of Public Welfare is authorized to advise with and assist local boards of public welfare in preparation of plans for infirmary buildings. (General Laws, Ch. 121, Sect. 33.)

INSPECTION OF INFIRMARIES

There are in Massachusetts 98 infirmaries. As required by law, every infirmary has been visited at least once by the department's inspector.

Recommendations are made at the time of inspection where need of improvement is obvious.

Attention is directed to the fact that the Department has not the power to enforce recommendations. The Statutes provide that the Department visit an infirmary and as a result of such visit make such suitable recommendations to the welfare board of cities and towns as would be necessary.

INFIRMARIES CLOSED

During the past year the infirmaries at Oxford and Randolph closed.

NEW CONSTRUCTION

There have been no new infirmaries constructed during this year. Improvements have been made in a great many infirmaries to their present structures.

INFIRMARY VISITORS

The infirmary visitors are local residents giving their services under the Commissioner's appointment. Those in office now are: Andover, Mrs. Frank L. Brigham; Boston, Miss Theresa M. Lally; Easthampton, Mrs. M. J. O'Neill; Fall River, Mrs. Joseph A. Marre; Fitchburg, Mrs. M. M. Shea; Greenfield, Mrs. Henry B. Nash; Holyoke, Mrs. John S. James; Malden, Mrs. Catherine A. Lovejoy and Mrs. Ellen Woolfson; Manchester, Mrs. Grace L. Porter; Montague, Mrs. Richard A. Lyman; Nantucket, Miss Mildred M. Brooks; Newburyport, Mrs. Frederick Tigh; North Adams, Miss Ione Northrup; North Attleboro, Mrs. Henrietta . Livingston; Northampton, Miss Clara C. Allen; Somerville, Mrs. Marguerite A. Mahler; Springfield, Mrs. Laura H. Congdon and Mrs. Katherine M. Hatch; Townsend, Mrs. James H. Bonnett; Waltham, Mrs. Anna Fogg; Warren, Mrs. Edna Deland.

IMPROVEMENTS

Boston purchased the following articles: two dressing carriages, 12 prs. bedsides, 1 wheel stretcher, 2 gatch beds, 2 small dressing carriages, 2 ice refrigerators, 1 portable sender, 1 oxygen tent, 2 orthopedic beds, 3 medicine cabinets; the following improvements were also made: pump manifold and fire boat connector purchased and installed, 2 doors and frames installed, fire door installed, alterations to brick walls, replacement of wood partition with brick one, new roof on tunnel wards, extensive repairs to engine in power house, repairs to electric underground cables, also to boiler feed pump, brick work on 6 boilers in power house, furnished and installed dumb waiter doors and safety gate, repairs to front wharf, furniture and linoleum installed, acoustics installed, ceilings in dining room installed, engines overhauled, purchase and installation of steam radiation in fire house, repairs to SS O'Meara used for transportation of patients' visitors and employees from institution to mainland.

Dartmouth renovated building. This included painting, papering and carpentry. Fall River painted several rooms, had refrigerators renovated, changed heating plant, remodelled large store in basement, installed drains, remodelled doors, remodelled bath room. S. Hadley repaired roof and barn, bought a new team of horses, also a used manure spreader. Haverhill made general repairs on house and out buildings. Holyoke redecorated dining room, new tableware purchased and linoleum laid, venetian blinds and draperies purchased, ventilating fan installed, kitchen storeroom plastered and ventilated.

Leominster made general improvements. Middleboro singled outside of home. Montague installed a new water supply. Newburyport repaired roof, renewed plumbing, replaced old fire escape doors, repaired roof, installed new sash and screening, did some painting. Pittsfield did general painting, installed fluorescent lighting, replaced steam lines. Salem painted rooms, rebuilt enclosed piazza. Southbridge converted furnace to coal. Spencer painted, installed new roof and purchases of screens were made, porches were remodelled, also kitchen. Townsend had a new well driven and installed hot and cold water, singled barn. Westfield installed new toilet seats, papered rooms, repaired washing machines, pipes and radiators repaired, women's wing painted, fences repaired, purchased pair of horses, purchased manure spreader, also 2 horse mower, set of harnesses, put in 4 acres of new seeding, broke up 2 acres for cultivation, cleared 2 acres for pasture. Charlton Home Farm Assn. purchased tractor, plows, harrows, also had new roofs on sheds, patched up other roofs, painted 16 beds, installed new plumbing.

G. Frank McDonald, Supervisor

Towns and Cities	Superintendent	Salary	Total Acreage	Valuation	Net Cost	Largest Number	Population on Inspection
Adams	Walter Padula	$1,431.	300	$20,850.	$8,000.	19	15
Amesbury	Joseph Ryan	1,115.	62	11,225.	7,102.98	14	12
Andover	Bertha Thornton	1,000.	1/2	44,125.	11,061.	9	8
Athol	Justin A. Welch	1,430.	142	22,000.	7,000.21	17	13
Attleboro	Addie L. Moyle	900.	118	15,400.	6,518.42	16	9
Ayer	Winiford A. Mean	1,200.	65	15,965.	3,120.33	5	3
Barnstable	George Hughes	1,080.	9	13,000.	7,862.71	11	8
Barre	Ezra Davis	1,200.	300	9,000.	5,030.	6	6
Beverly	George L. Batchelder	1,400.	7	61,500.	11,825.07	35	27
Billerica	Everett Hersey	1,200.	110	7,250.	7,234.28	8	7
Boston	Dr. James T. Vacchetti	8,000.	137	3,539,500.	733,687.98	1054	881
Braintree	Patrick Donohue	1,725.	7½	82,500.	7,830.79	13	11
Brookline	Elizabeth A. McMahon	800.	2	28,500.	10,320.92	13	10
Cambridge	Thomas W. Maynard, Jr.	2,500.	6	250,000.	70,690.66	155	37
Chicopee	August Paulhus	3,134.54	17.4	215,000.	38,966.16	114	100
Clinton	Mrs. Agnes Learned	1,250.40	15	51,000.	9,450.10	19	14
Concord	Herbert L. Peterson	1,275.	74	19,650.	5,974.85	5	4
Dartmouth	Charles Kirby	1,200.	62	21,000.	6,750.71	11	7
Dedham	John C. Fulhorn	1,794.	8	27,200.	8,836.77	22	12
Easthampton	Harry E. Morrison	1,063.	108	7,900.	8,281.04	8	6
Fairhaven	John Barcellos	1,300.20	14	14,500.	5,022.	14	9
Fall River	Thomas W. Friar	2,425.	11	139,400.	84,733.89	180	165
Falmouth	Jasper L. Lambert	1,234.20	2½	24,500.	5,570.58	10	5
Fitchburg	John J. Murray	2,127.50	47	44,000.	16,042.37	52	29
Franklin	Walter B. Adams	1,500.	123	15,500.	8,773.44	17	11
Greenfield	Harry E. Smith	1,750.	150	14,000.	6,178.24	19	14
Gloucester	H. Leland Wolfe	1,450.00	14	69,200.	21,105.16	45	43
Hadley (So.)	Frank Cory	720.	30	10,500.	4,100.64	10	8
Harwich	Jessie Hall	730.	5	1,150.	2,730.	5	3
Haverhill	William H. Savage	2,000.	135	204,400.47	45,450.92	126	112
Holyoke	William H. McCarry	3,795.	103½	141,040.	44,004.05	112	95
Lawrence	Joseph H. Carney	2,000.	30	441,000.	134,240.04	154	143
Leominster	Arthur H. Ingram	1,012.50	96	101,525.	11,302.30	25	14
Lowell	Arthur H. Delorme	2,420.	40	251.750.	80,061.09	380	256
Lynn	Joseph H. Hurley		35	272,600.	30,000.	112	106

Malden	Leonard [illegible] Wingsten	$2,000.	10	$113,200.	$15,301.23	60	43
Marblehead	Arthur W. Morris	1,500.	6	21,500.	5,011.99	6	5
Mansfield	Fred J. Barrows	1,575.	91	85,000.	6,300.72	9	7
Marblehead	John F. Kelley	1,500.	6½	36,000.	7,226.33	10	8
Marlboro	John Stone	1,500.	10	55,500.	1,010.70	30	25
Marshfield	Ada M. Nightingale	700.	40	18,000.	4,039.23	8	4
Medford	John [illegible] Rogers	2,300.	28	51,500.	9,761.50	36	29
Methuen	Mrs. Bruce W. Stevens	1,400.	135	83,700.	14,700.93	31	25
Middleboro	Ernest [illegible] Howell	1,725.	35	40,700.	17,552.33	33	24
Milford	Grieston Costerman	2,000.	185	60,000.	11,400.93	33	33
Millbury	Closed						
Montague	Henry O'Donnell	1,361.03	75	7,000.	6,000.35	5	4
Nantucket	Samuel Turchell	1,573.42	5	25,000.	9,312.36	12	10
New Bedford	Robert L. Mercer	2,500.	61	303,327.17	63,430.75	150	122
Newburyport	Dudley P. Currier	1,200.	74	40,000.	10,835.16	32	23
Newton	John Swart	2,100.	38	83,000.	10,367.51	23	10
North Adams	Michael J. Norman	1,770.	240	9,000.	6,039.11	35	20
North Andover	Orrin Foster	1,324.25	125	15,000.	6,353.48	6	5
North Attleboro	Harold E. Grant	1,500.	66	35,000.	9,135.56	13	16
Northampton	Merville [illegible] Howe	1,800.	10	28,000.	10,132.01	33	18
N. Brookfield	Charles Colburn	1,200.	135	27,020.	9,797.63	12	10
Northbridge	Klaus Sykstra	1,630.	85	14,297.	10,514.	35	26
Palmer	Maurice [illegible] Lawler	1,500.	150	16,600.	3,847.78	10	7
Peabody	Charles Reynolds	1,600.	85	82,100.	18,738.[illegible]	70	56
Pembroke	Charles [illegible] Howe	600.	67	7,000.	3,431.85	6	6
Pittsfield	William T. Griffin	2,700.	132	79,450.	23,238.20	61	49
Plymouth	Russell L. Dickson	1,052.38	10½	17,700.	8,045.01	14	10
Provincetown	Gene Tasha	780.	1	10,000.	3,004.74	10	4
Quincy	William Walsh	1,500.	5	7,000.	9,107.17	32	14
Rockland	Earl [illegible] Pratt	1,769.96	16	18,000.	6,209.64	12	4
Rockport	Marion L. Parsons	770.	4	15,000.	2,865.	4	3
Salem	Thomas A. Vollober	2,112.	63	150,000.	34,855.21	60	46
Saugus	Fred Hellick	1,320.	174	60,500.	4,660.67	10	3
Somerset	Mary Flock	600.	55	37,500.	2,017.	5	4
Somerville	George [illegible] Goodrich	2,750.	12	194,700.	16,075.12	92	45
Southbridge	Paul Beauregard	1,500.	1	18,000.	4,413.92	15	13
Spencer	Harry Wilson	1,320.	100	14,100.	4,220.32	11	8
Springfield	William [illegible]	3,467.83	12	147,750.06	126,752.	227	101
Stoneham	William W. Wolfe	2,480.	18	26,725.	11,233.23	22	10
Sutton	Klaus Sykstra	1,600.	85	15,358.	9,636.18	21	14
Taunton	Clarence [illegible] Shove	1,860.	110	71,900.	15,723.66	40	35
Townsend	Otto [illegible]	1,200.	105	12,150.	2,907.67	4	2
Tyngsboro	Herman [illegible]	1,300.	65	12,000.	6,031.58	16	12
Wakefield	Jeremiah J. Peck	1,716.92	4½	12,000.	xxxxxxxx	18	13
Waltham	Leon C. Hoyt	1,600.	13	91,500.	13,825.	60	39
Ware	Marius [illegible]	1,610.	63	25,000.	2,835.77	11	9
[illegible]	[illegible]	640.	3	[illegible]	2,315.30	[illegible]	[illegible]

Watertown	Harry J. York	$1,100.	5	$46,734.50	$6,516.49	18	10
Webster	Hector Patenaude	2,000.	217	22,320.	7,282.89	38	32
Westfield	H. T. Carrier	2,000.	193	42,000.	8,560.66	26	20
Westford	Leo Connell	1,416.	100	12,800.	9,038.02	12	11
Westport	Margaret F. Costa	2,463.75	42	5,000.	4,117.62	6	3
Weymouth	Fred F. Tolman	2,070.	44	42,800.	7,080.04	14	12
Winchendon	John P. Priest	1,073.52	18	23,900.	6,962.63	24	15
Whitinsville	Klaus Dykstra	1,600.	85	14,965.	9,499.23	18	14
Winthrop	John G. Rogers	2,300.	16	51,300.	10,499.69	34	23
Woburn	Thomas Curran	1,040.	22	10,500.	7,292.60	27	14
Worcester	Hillary F. Royal	4,150.	495	873,322.	159,640.	310	260

CHARLTON ASSOCIATION

Charlton)							
Ashburnham)							
Auburn)							
Berlin)							
Boylston)							
Brookfield)							
Hardwick)							
Holden)							
Leicester)							
Millbury)							
New Braintree)							
Oakham)							
Princeton)	W. E. Sargent	3,000.	390	17,000.00	14,822.00	47	46
Rutland)							
Sterling)							
Warren)							
West Boylston)							
Westminster)							
East Brookfield)							
Holland)							
Dana)							
Hubbardston)							
West Brookfield)							
Paxton)							

Statistics of Poor Relief

Number Relieved

Pages 115 thru 132 on file
in office of Commissioner
with the following tables:

Table I Number of Poor Persons Supported or Relieved during the Year ending December 31, 1943

Table II Cost to Cities and Towns of Supporting and Relieving Poor Persons in Institutions, in Private Families and in their Own Homes, for the year ending December 31, 1943.

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